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ABSTRACT

A hearing was held for the purpose of receiving testimony concerning the Human Services Reauthorization Act of 1990. The first panel provided testimony about: (1) the delivery of human services in northern Iowa that are funded through the Community Services Block Grant (CSBG) and the need for continued block grant funding; (2) CSBG funding of human service programs in east central Iowa and the way in which receipt of federal funds expand the functions of the Community Action Agency; (3) the reauthorization of the National Youth Sports Program and the program's success at Iowa's St. Ambrose University; and (4) allocation and use of CSBG funds in Iowa. The second panel provided testimony about: (1) the value of the Child Development Associates (CDA) Scholarship Program and problems with the program; (2) the reauthorization of Project Head Start and successes and needs of Head Start programs; (3) the Child Development Associate Credential; and (4) priorities and recommendations for improving Head Start. Additional materials submitted for the record include the testimony of the Governor of Iowa concerning the uses of CSBG funding in the state. (RH)

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HEARING ON H.R. 4151, THE HUMAN SERVICES REAUTHORIZATION ACT OF 1990

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HEARING

BEFORE THE

SUBCOMMITTEE ON HUMAN RESOURCES

OF THE

COMMITTEE ON EDUCATION AND LABOR

HOUSE OF REPRESENTATIVES

ONE HUNDRED FIRST CONGRESS

SECOND SESSION

HEARING HELD IN SIOUX CITY, IA, MARCH 31, 1990

Serial No. 101-98

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HEARING ON H.R. 4151, THE HUMAN SERVICES REAUTHORIZATION ACT OF 1990

SATURDAY, MARCH 31, 1990

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON HUMAN RESOURCES,
COMMITTEE ON EDUCATION AND LABOR,
Sioux City, IA.

The subcommittee met, pursuant to notice, at 9:22 a.m., in North High School, Sioux City, Iowa, Hon. Dale E. Kildee [Chairman] presiding.

Members present. Representatives Kildee and Grandy.

Staff present. Susan Wilhelm, staff director and Lynn Selmsner, professional staff member.

Mr. KILDEE. The Subcommittee on Human Resources meets this morning in Sioux City, Iowa, for a hearing on H.R. 4151, the Human Services Reauthorization Act of 1990. It is a very timely meeting to come to America's heartland, because next Tuesday morning Mr. Grandy and myself and a few others will be reporting this bill out of subcommittee. So, your testimony will be helpful to us as we fine-tune that bill.

All the programs in this bill are designed to meet the needs of the most vulnerable members of our society. Sometimes that vulnerability is a temporary thing in a person's life. We have had testimony in Washington where people who had been good solid citizens, taxpayers, at certain points in their life, or a certain point in their life found themselves in need. And they turned, for example, to their local Community Action Agency. And they were able to get some help. And the philosophy of that Community Action Agency is that we try to help people become self-sufficient.

I was in Iowa a few years ago and was impressed with the good spirit and attitude in those agencies. When people came in they were treated with respect and given a chance to get back on their feet.

Head Start, for example, provides comprehensive services to meet the educational, social, health and nutritional needs of pre-school age children from low income families. And that is a program that has been, from the very beginning, bipartisan. Mr. Grandy and I have talked extensively about the results of that program. It is a program that has been successful.

The Child Development Associate Scholarship Assistance Act was created in 1986 to provide needed financial assistance to low income individuals who otherwise would be unable to afford the cost of the CDA application assessment. The Community Services

Block Grant meets a variety of needs experienced by low income families, by providing services designed to have a measurable and potentially major impact on the causes of poverty.

The Low Income Home Energy Assistance Program helps people of all ages who are often faced with the dilemma of heating, or eating, to meet their energy needs. My own mother, who does not need this program, has friends who do. My mother is 90 years old, lives in the same house she has lived in since 1935. And she has neighbors, in that working class neighborhood where I was born and raised, who really in a given month sometimes, have had to choose between heating or eating. Not just a cute saying, but a reality. That LIHEAP program has really assisted people in those instances.

I have the privilege of having on my committee great people, both Democrats and Republicans. Mr. Grandy is a good member of the committee, an excellent member of the committee. As a matter of fact, I can generally count upon him to make sure we have a quorum whenever we meet. He is very faithful. And I would like to turn to Mr. Grandy now.

Mr. GRANDY. Thank you. Thank you, Mr. Chairman. And I want to welcome you to Sioux City. I want to welcome you back to Iowa. I would normally not be sitting next to you today, but our colleague, Mr. Tauke, who also sits on the subcommittee, I believe is in Washington marking up the clean air bill on a Saturday. So, obviously, he has got another responsibility. But I do agree with you that this is a timely hearing, and one that I think will provide some valuable input to our markup on Tuesday of these very popular programs, and very successful programs, particularly in North-western Iowa.

Today we will hear testimony on the reauthorization of four important programs: the Head Start Act, Community Services Block Grant Act, Low Income Home Energy Assistance Act, and the Child Development Associate Scholarship Assistance Act. And on Tuesday, April 3, our subcommittee will consider amendments to these programs, and two additional programs, the Follow Through Program, and the State Dependent Care Development Grants. Testimony provided at this hearing today will be extremely timely as we consider changes in the current law, which will improve the ability of these programs to serve the low income community.

And I might mention here, Mr. Chairman, this is one area where I think Republicans and Democrats are united in seeing not only the reauthorization, but the augmentation of funding of these programs. And I know that at least on our side of the aisle, we are interested in seeing a figure for Head Start, at least in the first year, of over \$2 billion, which is roughly double what the president has requested. So clearly we are interested in investing in programs that have a success ratio. As you know, from previous testimony, we have had members from the Mid Sioux Opportunity Action Agency in Washington, talking about how important LIHEAP dollars were, particularly when we had cold snaps in December of this year, and people found themselves requiring some extra help because of the surprising cost of propane during that cold snap.

So, I believe it is important that we receive input from citizens in Iowa who are the beneficiaries of these programs, or who work with them on a daily basis. These people understand the programs on a different level, and know where they work, and where they fail to achieve their stated goals.

So, again, thank you, Mr. Chairman, for coming back to Iowa. I am looking forward to hearing the testimony of our witnesses for these important programs, and am pleased that you have taken the time out of your busy schedule to come here to Sioux Land, and to see how well these programs work.

Mr. KILDEE. Thank you very much, Mr. Grandy. I have appreciated your good hospitality. It is a nice city. It is a very clean city; I will comment on that. It is nice to see a city that takes pride in itself.

Mr. GRANDY. You got your popcorn, didn't you?

Chairman KILDEE. Yes, I did.

Mr. GRANDY. Good, all right.

Chairman KILDEE. My daughter is going to get that.

Our first panel this morning will consist of Barbara Kellogg, a Multipurpose Center and Outreach Coordinator, North Iowa Community Action, Mason City, Iowa; and Don C. Maniccia, Executive Director, Hawkeye Area Community Action Program, Cedar Rapids, Iowa; Mike Orfitelli, St. Ambrose University, Davenport, Iowa; and James Smith, Director of the State of Iowa Community Action Agency Division, Des Moines, Iowa; and is Cheryl Stallings of Sioux City, Iowa also present?

If they would come forward and take their places at the table. Your entire testimony will be made part of the record. If you would summarize, that would be helpful. I always indicate when I have these hearings that these hearings become part of the archives of the United States. And copies of those archives are kept not only in the Congress itself, but are kept over in the Library of Congress. And several years ago, when tensions in the world were very great, it was decided that copies of all the archives of the United States, would also be kept deep down in the mountains of Maryland, in case we were unable to keep the peace.

I hope and pray that we are able to keep the peace now. But in any case, at least a thousand years from now historians, as they look into the mountains of Maryland, will find that you testified before Congress today. At that, do not be nervous now.

We will start with Ms. Kellogg.

STATEMENT OF BARBARA J. KELLOGG, MULTIPURPOSE CENTER AND OUTREACH COORDINATOR, NORTH IOWA COMMUNITY ACTION, MASON CITY, IOWA

Ms. KELLOGG. I'd like to thank you for inviting me to appear today. I appreciate the opportunity to present my point of view.

I have been employed by North Iowa Community Action for nine years as the outreach program coordinator. Which basically means that I supervise and coordinate all of the activities funded by the Community Services Block Grant. I have had experience in human services and education for approximately 13 years.

The staff people that I supervise consist of ten full-time and four part-time individuals. Their average salary is \$10,789 a year, which means they are making about \$5.33 an hour. This puts their income at just above the poverty level for one person. We are not making very much money for what we are doing.

My agency administers the CSBG program, we administer a Head Start Program, Low Income Home Energy Assistance Program, Weatherization Program. We also administer family planning, maternal and child health, and the work program.

Over the past several years we have been involved in administering some FEMA dollars that were coming into the state, and we have some individual, locally-funded programs that we administer in the areas of food, shelter, and utility assistance.

The reason I am here today is because I believe in what Community Action does. That is the reason I work for the agency. I sincerely believe in our mission, which is to help people to become self-sufficient, and I believe that we have been successful in doing so. I would like to describe to you some of our activities, because I would like to point out to you that I feel that we are your greatest resource when it comes to using these dollars.

My outreach staff are responsible for taking Head Start applications, taking Energy Assistance applications, and Weatherization applications. They set up appointments for WIC clinics, they participate in the WIC's clinic by handing out the food vouchers, and helping the WIC clinic staff, they make referrals to our family planning, maternal and child health programs, they do home visits to individuals who can't get out of their homes, they participate in community activities to publicize our programs, they are involved in some fund raising locally to develop dollars for local projects, such as providing gardening packets to individual families.

They do a lot, and we really appreciate their efforts, because without them, I don't think our activities would be as effective as they are.

Six years ago, our total agency budget was \$5.5 million. We served 21,511 clients. The last year, in fiscal year 1989, our total agency budget was \$3.8 million, and we served 20,063 clients. We are not serving significantly less clients, but we are having to deal with significantly less dollars to deal with their needs.

Sixty-three percent of the clients we serve have incomes at or below the poverty level. Twenty-one percent of the individuals we serve are single female heads of household with young children. Eighteen percent of our clients are 60 years of age or older.

In the past six years we've had to reduce four of our outreach staff positions to part-time, we've had to eliminate three full-time outreach positions, and we've closed one outreach office. All of this is due, basically, to the reduction in funding that we have had available to use for our agency programs.

We're seeing more new families who have never received any kind of assistance in the past, more single parents with young children, more elderly clients, and more families who are homeless. The State of Iowa's budget has not allowed us to receive any supplemental funds to help us with CSBG activities as is possible in some of the other states in the Nation.

A study completed by a Des Moines utility company, which we feel is applicable throughout the state, indicated that within a five year period of time, rental costs had gone up 47 percent, the cost of natural gas had gone up 132 percent, the cost of electricity had gone up 66 percent, while the ADC income level had only gone up 3.2 percent, and the general cost of living has increased by 44 percent. We have people who are still having to deal with major income problems. If you don't believe there is still an energy crisis problem, then you're not a low income household.

People are still struggling to deal with their energy bills and their housing costs. The lack of affordable housing in Iowa is a problem that is increasing on a daily basis. In Iowa the oil over-charge funds are not available to go into payments for Energy Assistance. They have been directed more towards energy conservation efforts. And again, that's an option that other states have to use with their—to assist with their Energy Assistance dollars that we don't have in the State of Iowa.

We feel, and I feel, that Community Service Block Grant Funding is critical to the survival of community action agencies, and for the success of our programming efforts. The reason for this is the very simplicity of the program. It allows us to hire staff people to do CSBG-related activities. And that means that we can have them providing activities, and without having to deal with a lot of bureaucratic red tape in terms of how those programs are administered.

The CSBG funding in Iowa has allowed the community action network to maintain outreach offices, I believe, in every county in the state. We feel that that is essential for the provision of accessible and efficient service delivery. All of the other programs that we administer, we feel, would have higher administrative costs without having those CSBG dollars to allow us to have staff people to provide support services for those other programs. That would include programs like Head Start and WIC, where staff people are helping to provide those program services.

The administrative programs, which is the FEMA funds, congregate meal sites, the affordable heating plan, all of which have very little or no administrative dollars available for administrative costs. And we simply could not afford to continue to handle these programs without CSBG programming dollars.

The CSBG grant allows the CAP network in Iowa to leverage millions of dollars of funding for other Federal programs into the state. It allows us the flexibility to respond quickly and appropriately to the needs of clients, and the needs of our communities.

The unique aspect of Community Action is that they are each run by local board directors who make the decisions about what their community needs. So, every CAP agency does not administer the same programs, because every community does not need the same kind of support.

The CSBG funding creates opportunities to respond to the needs, as I said before, without adding a lot of red tape. It also allows us to respond quickly to the needs of our clients without requiring a 30-day waiting period for them to prove that they are eligible for the services.

The CSBG funding is fused for the mobilization of state and local resources. Last year at Community Action we had 981 volunteers who provided 20,861 hours of volunteer time, at a dollar value of \$101,956. We also have been very successful in creating partnerships with churches, utility companies, United Ways, and other human service organizations.

In order to develop innovative responses to poverty we have needed this CSBG funding. More importantly, we can also respond to clients who are not eligible for other forms of public assistance. Fifty-nine percent of the clients we serve have incomes that mean that they are not eligible for regular forms of public assistance. That means that we are serving a majority of clients who are not ADC recipients.

In the words of one of the clients that I was speaking to the other day, "I come to Community Action because you don't just tell me 'I'm sorry, you're not eligible for our program; I can't help you.' You at least try, you'll sit down and listen to me, you'll provide information about other programs that might be able to help me, you can at least give me some new clothing, or a loaf of bread."

I think it is very important to remember that there are other people out there who need assistance, who aren't considered traditional recipients of public assistance. Those people include the elderly, working poor, displaced homemakers, dislocated workers, and farmers or other residents in our rural communities.

The CSBG funding has allowed us to develop a variety of partnerships with other organizations in our community. We're a member of what we call a rural concerns resource bank in North Iowa, which means we can respond and provide information to farm families in financial difficulty, about services for which they are eligible.

We're a part of what we call Iowa Youth 2000 Coordinating Committee, where we are attempting to respond to the needs of youth in our communities by working with at-risk children in our public school system. We're a member of an Aging Services Coalition of North Iowa. As a member of that group, we help develop new programs in respite care and adult day care to respond to the needs of our elderly clients. And as a member of the Continuing Care Project of Cerro Gordo County, we've been successful in developing a nationally-recognized case management system for the frail elderly with multiple needs.

In our community college, we have participated in advisory committees which allowed us to target services to our clients in the areas of adult basic education, displaced homemakers program services, and in vocational training.

The community action network in the State of Iowa has become a national leader in the creation of family development/self-sufficiency development programs. We are participating in demonstration projects funded by the state legislature and family development, and we have developed training curriculum and program guidelines for family development programs in every agency in the State.

The Iowa Family Support Task Force has defined family development as a comprehensive system of support services which promotes, empowers, and nurtures families towards self-sufficiency.

During fiscal year 1989, the 19 Iowa Community Action Agencies reported that 1,175 families had been enrolled in family development. Within one program year, as a result of our intervention, 117 families no longer needed any form of public assistance. This was accomplished basically without any additional programming dollars.

Last year, Community Action Agencies in Iowa dealt with 376,155 individuals. Think of how much more we could do if we had adequate funding to do it.

Family development programs in the State of Iowa regard self-sufficiency as being made up of three parts: 1) independence from public assistance, 2) possession of problem-solving skills, and 3) growth of self-esteem. We define our success by asking ourselves: Is the family situation stable? Is life better for the family? And does the family have the skills to deal with future crises successfully? We empower families by helping them discover and identify their own strengths, overcome barriers to self-sufficiency, and to become involved in existing community structures.

In traditional forms of public or family assistance, individuals have to demonstrate their inadequacies in order to become eligible for support. We believe in the dignity and worth of the persons we work with in our programs. We communicate that belief to them, and we're successful in helping them to assume responsibility for themselves, and to identify solutions to their problems.

Long term solutions to problems created by persistent poverty and generations of dysfunctional behaviors cannot be solved overnight. Long term solutions require long term interventions, and that is what we do, and that is what we are successful at, that is why we are your greatest resources.

Our programs, which were created by the Economic Opportunity Act during the War on Poverty, have not been a failure. They have, however, been insufficient to overcome the effects of profound changes in the economy on the low income citizens of this nation.

The numbers of people in poverty have grown because of economic upheaval and unemployment, because of the higher cost of living and the lack of employment opportunities, and because of inadequate levels of support for the disadvantaged and for the elderly.

We have proven that our programs can be successful. We know what works. We need your support to continue doing our job. Head Start, WIC, Energy Assistance and Family Development are models of success in positively interacting with families.

We can't continue to dilute our anti-poverty strategies that work by under-funding them. Nor can we continue to concentrate our efforts on short term measures that are aimed only at reducing the numbers of people who are now on welfare. The Community Services Block Grant funds are essential to the process of increasing our level of success and decreasing our level of failure. CSBG funding allows us the flexibility to keep changing in response to the needs of our program participants.

We need your support for the re-authorization, and request your consideration of increased levels of funding.

Thank you.

[The prepared statement of Barbara J. Kellogg follows:]

TESTIMONY of Barbara J. Keriogg, 412-21st Street SE, Mason City, Iowa, before the House Sub-Committee on Human Resources and the Education and Labor Committee on the reauthorization of the Community Services Block Grant presented in Sioux City, Iowa, on March 31, 1990.

TO WHOM IT MAY CONCERN,

Thank you for this opportunity to present my point of view. I appreciate your invitation to appear with this panel before you today.

I have been employed with North Iowa Community Action Organization for nine years as the Outreach Program Coordinator. I have thirteen years of experience in education and in human services. My job responsibilities include the coordination of our Outreach, Family Development, and Homeless Programs as well as any joint venture programs or community partnerships in which our agency becomes involved.

I work for a Community Action agency because I believe in our mission which is to enable individuals and families to become self-sufficient. I am here to describe to you why the individuals who work for Community Action and the agencies which make up the Community Action network are one of your greatest resources. We believe that we have a positive impact on families, we know that we can affect positive changes in communities, and we are successful in the process of developing self-sufficiency for our clients.

My agency administers the CSH Program, as well as Head Start, Energy Assistance, Nutrition, Family Planning, Maternal and Child Health Programs, WIC, the Emergency Community Services Homeless Grant Program, FEMA funds, and a variety of other state and locally funded programs. The Community Services Block Grant Program funds our Outreach Program which maintains Outreach sites in each of the nine counties in our service delivery area. Our Outreach Program employs ten full-time and four part-time Outreach workers who each have an average case load of 1,432 clients. Their average salary level is \$10,799 a year or \$5.53 an hour which puts their income at just above the federal poverty level for one person. On the average, our Outreach workers have been employed by our agency for eight years and their average educational level is a high school diploma. The majority of our Outreach staff bring to their jobs, their own experiences with poverty which puts them in a unique position to understand the experiences of our clients.

TESTIMONY

Barbara J. Kellogg

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Our Outreach staff are responsible for taking Energy Assistance applications; taking Home Start applications; taking applications for Weatherization; setting up appointments for WIC clinics; participating in WIC clinics by distributing food vouchers; referring clients to Family Planning, Maternal Health, and Child Health; assessing the immediate and long term needs of individuals and of families; providing budget counseling; information on energy conservation, telephone consumer service counseling; disconnect assistance; housing assistance; and emergency food assistance whenever appropriate; creating community partnerships and developing funding sources for ongoing projects; conducting home visits with rebound clients; identifying and working with families to develop self sufficiency; acting as advocates for clients; acting as a liaison between local utility companies and the agency; educating the residents of their communities about Community Action programs and activities; and being as knowledgeable as possible about all available community resources in order to act as an information and referral source for other forms of assistance available to our clients.

Six years ago, our total agency budget was approximately \$14 million dollars and we served 11,000 clients. During fiscal year 1984, our total agency budget was approximately \$14 million dollars and we served 11,000 clients. In our nine county service delivery area, 61%; three percent of our clients have incomes at or below the federal poverty level. Twenty one percent of our client households are single female heads of household. Eighteen percent of our clients are sixty years of age or older. In the past six years we have reduced four of our Outreach staff positions to part time, we have eliminated three full time Outreach staff positions, and we have closed one Outreach office. We are not dealing with significantly fewer numbers of clients but are having to deal with significantly fewer program dollars to operate our Outreach Program. We are seeing more new families who have never received any kind of public assistance before, more single parents with young children, more elderly clients, and more families who are homeless.

A study conducted by a Los Moches utility company, which was applicable in most areas of the state, shows that within a five year period of time, average rent costs have increased by 37%, average utility costs for natural gas have gone up by 32%, average utility costs for electricity have gone up by 60%, average Aid benefits have only increased by 3.2%, and the general cost of living increased by 44%.

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TESTIMONY

Barbara J. Kellogg

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Community Services Block Grant funding is critical for the survival of the Community agencies and for the success of our programming efforts. CSBG dollars in the state of Iowa allow the Community Action network to maintain Outreach offices in every county in the state. These Outreach sites are essential for the provision of accessible and efficient service delivery for all of the other programs administered by Community Action agencies. All of these "other" programs (like Head Start and WIC to name a few) would have higher administrative costs without the support services provided by the CSBG Program. There are other programs like the Affordable Housing Plan, FLMA, Congregate Meal Programs, Food Pantries, and Clothing Exchanges for which little or no dollars are available for administrative costs. We simply could not continue to administer them without CSBG programming dollars.

The CSBG Grant allows the Community Action network in Iowa to leverage millions of dollars of funding for other federal programs into the state. CSBG funding allows Community Action agencies the flexibility to respond quickly and appropriately to the needs of our clients and to the needs of our communities. CSBG funding creates opportunities to respond to needs without adding a lot of red tape to our system of response and without requiring thirty day waiting periods before we can respond to the needs of individuals and families in crisis.

CSBG funding is used for the mobilization of state and local resources by providing opportunities for public-private partnerships. We have been very successful in creating partnerships with churches, utility companies, United Ways, and other human service organizations in order to develop innovative responses to poverty in our local communities. More importantly, we can also respond to the needs of clients who are not eligible for more traditional forms of public assistance. In the words of one of my clients, "The Community Action agency here doesn't just tell you - 'Oh, sorry, you're not eligible for our program...we can't help you.' - they at least try...even if it's just a chance to receive some free clothes or a loaf of bread..." In my agency alone, approximately 5% of our total number of clients have incomes above the level of eligibility for public assistance. The majority of our clients are not AFDC recipients. They are the people who fall through the cracks of the safety net. They are the elderly, the working poor, the displaced homeowners, the dislocated workers, and farmers or other residents of our rural communities.

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TESTIMONY

Barbara J. Kellogg

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CSBG funding has allowed North Iowa Community Action to develop a variety of partnerships with other human service organization to create innovative responses to the needs of our clients. As a member of the Rural Concerns Resource Bank of North Iowa we have been able to provide more information to farm families in financial difficulty about services for which they are eligible. As a member of an Iowa Youth 2000 Coordinating Committee we are attempting to respond to the needs of the youth in our communities by working with at risk children in our public schools. As a member of the Aging Services Coalition of North Iowa we helped to develop new programs in Respite Care and Adult Daycare to respond to the needs of our elderly clients. As a member of the Continuing Care Project we have been successful in developing a nationally recognized case management system for frail elderly with multiple needs in our service delivery area. As a member of Advisory Committees at our local Community College we have participated in the process of targeting services to our clients in Adult Basic Education, Displaced Homemaker Program services, and in vocational training.

The Community Action network in the state of Iowa has become a national leader in the creation of Family Development/Self Sufficiency Development Programs. We are participating in demonstration projects in Family Development funded by the State Legislature and we have developed a training curriculum and program guidelines for Family Development Programs in each Community Action agency which are being supported by CSB Program dollars. The Iowa Family Support Task Force organized by the Community Action network has defined family development as: "a comprehensive system of support services which promotes, empowers, and nurtures families towards self-sufficiency." During fiscal year 1984, the nineteen Iowa Community Action agencies reported that 1,175 families had been enrolled in Family Development programs. Within just one program year, 117 families as a result of the Community Action agency's intervention were reported as no longer needing any form of public assistance. This was accomplished without any additional programming dollars. In FY 1989, 376,155 individuals were served by Community Action agencies statewide. Just think of how much more we could accomplish in terms of reducing dependency on public assistance if adequate funding were available.

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TESTIMONY

Barbara J. Kellogg

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Family Development Programs in the state of Iowa regard self sufficiency as being made up of three parts: 1) Independence from public assistance, 2) possession of problem solving skills, and 3) growth of self esteem. We define our success by asking ourselves: Is the family situation stable? Is life better for the family? And Does the family have the skills to deal with future crises successfully? Community Action programs in Iowa empower families by helping them discover and identify their own strengths, overcome barriers to self sufficiency, and to become involved in existing community structures.

In traditional models of public or family assistance, individuals must demonstrate their inadequacies in order to become eligible for support. We believe in the dignity and worth of the persons we work with in our programs. We communicate that belief to those persons and we are successful in helping them to assume responsibility for themselves and to identify solutions to their problems. Long term solutions to problems created by persistent poverty and generations of dysfunctional behaviors cannot be achieved overnight. Long term solutions require long term interventions and that is what we do and that is why we are your greatest resource.

Our programs which were created by the Economic Opportunity Act during the War on Poverty have not been a failure. They have been insufficient to overcome the effects of profound changes in the economy on the low income citizens of this nation. The numbers of people in poverty have grown because of economic upheaval and unemployment, because of the higher cost of living and the lack of employment opportunities, and because of inadequate levels of support for the disadvantaged and for the elderly.

We have proven that our programs can be successful. We know what works. We need your support to continue doing our job. Head Start and WIC and Energy Assistance and Family Development are models of success in positively interacting with families. We cannot continue to dilute our anti-poverty strategies that work by under funding them nor can we continue to concentrate efforts on short term measures aimed only at reducing the numbers now on welfare. Community Services Block Grant funds are essential to the process of increasing our level of success and of decreasing our level of failure. CSBG funding allows us the flexibility to keep changing in response to the needs of our program participants. We urge your support of the CSBG reauthorization and request your consideration of increased levels of funding.

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CHAIRMAN KILDEE. Thank you very much, Ms. Kellogg, Don Maniccia.

STATEMENT OF DON MANICCIA, EXECUTIVE DIRECTOR, HAWKEYE AREA COMMUNITY ACTION PROGRAM, CEDAR RAPIDS, IOWA

Mr. MANICCIA. Mr. Chairman, members of the committee, I appreciate the opportunity to speak before you on behalf of the Community Services Block Grant. My name is Don Maniccia. I am the Executive Director of the Community Action Agency in East Central Iowa. It serves two rural counties—excuse me, four rural counties and two urban counties by Iowa standards, not hardly by national standards.

HACAP receives \$375,000 of CSBG funds. Those funds are overseen by 200 community volunteers who are bankers, lawyers, farmers, realtors, elected officials, human service professionals, ministers, teachers, small businessmen and women, television people, labor leaders, NAACP people, and the poor themselves. CSBG is what makes HACAP a Community Action Agency. There is an old saying in Iowa, that in tough times you keep it together with baling wire and chewing gum. CSBG is the chewing gum that holds together our service system.

We spend that \$375,000 in primarily five different areas. One hundred fifty-five thousand dollars is spent to maintain rural services to isolated poor, and elderly people in those rural areas. We provide 10 rural service centers with part-time staff to deliver emergency private assistance to the poor in their community. They traditionally serve over 7,000 families each year; and they get 100 percent of the donations that are provided in the community to people in need.

That is one of the primary reasons that we are able to get the level of community involvement that we are able to achieve. There is not an administrative tag on local giving.

We are able to provide cooperative case management to elderly people, rural chore services that are much more costly than urban areas, because of distances between people. We are operating 21 small congregate meal sites that generally serve between 25 and 35 people in rural communities each day.

Each one of those sites also services as a hub for volunteers to deliver hot meals to shut-in elderly that would be absolutely impossible, because of distances, without CSBG service support.

Currently 700 frail, isolated, rural, elderly people are receiving hot meals from HACAP to CSBG funding. We also provide respite care programs that train volunteers to do short-term care for home-bound elderly and victims of Alzheimer so that other members of the family can get out, take care of normal business, and allow the person to stay at home, versus being put in a nursing home.

We provide rural employment advocacy for older workers, and we are able to do certain weatherization activities that are not otherwise eligible for those isolated elderly people.

We spend \$20,000 of the CSBG for expanding quality day care options for the poor. We operate a support program for 70 day care

homes, that voluntarily agree to meet higher standards than what you would—than are required in current state law. We provide them with training, education, financial support for both food and other types of activities. We provide them access to group insurance and with weekly educational packets, so that they can conduct quality activities with the children in their care.

CSBG spends a grand total of \$10,000 on that type of activity; that activity would totally collapse without that CSBG funding.

CSBG also co-funds Head Start wrap around services—the concept of expanding opportunities for Head Start families to have full-day day care, and allow the children to stay in Head Start rather than having to be taken out when parents have to participate in jobs programs. That Head Start wrap around is now one of the National models that we've been operating for five years, using private funds and the CSBG funds.

We spend \$67,000 coordinating broad based community anti-hunger efforts and operating a food reservoir that provides over a million pounds of food to 59 member agencies, 60 volunteer distribution sites, and to all of the Federal programs of CCFP congregate meals, and the Community Meal Program.

We spend \$78,000 on assisting people in obtaining and retaining affordable housing. This has become the major problem of the poor in this last couple years in our area. We have seen a remarkable increase in the number of homeless families in our area. We have developed a program that's called Our House transitional housing program where we acquire and rehabilitate dilapidated properties for transitional housing for homeless families. These houses are adopted by community groups such as churches, schools, civic groups and employee groups, that renovate them and bring them up to very very nice living conditions for homeless families.

Currently two Federal employee groups have adopted properties on our program; one is the Social Security Office in Cedar Rapids, the other is the FBI out of Cedar Rapids in Waterloo. So that Federal employees are involved in making community-based responses to one of the biggest problems that we're having.

The other part of the homeless problems deals with the access to energy and the related cost increases that Barb mentioned, that the costs for energy have continued to escalate, particularly among the poor families, and that the available assistance from energy—from Federal energy programs has continued to be depleted. We provide the administration of private checkoff funds for utility companies using CSBG funds to augment.

The last thing we use the CSBG money for is, we spend \$55,000 a year to actually do planning, public awareness, and resource development.

Consistently over the last five years, that \$55,000 has produced over \$4 million of private, or discretionary, funding for the poor and poverty programs in our area. A few examples of this are the 6,038 volunteers that donated over \$200,000 in work at HACAP programs, the \$2 million worth of food developed and distributed through the HACAP reservoir, \$130,000 is provided by the area United Ways to anti-poverty programs such as Head Start wrap around, the Rural Service Centers, the Food Support Network, and Transitional Housing, Rockwell-Collins, Greater Cedar Rapids

Foundation, the Hall Foundation, have all made major contributions to the Our House program.

The Marion Christian Church and the county governments and city governments have all provided substantial fundings towards these efforts. Merchants National Bank, one of the major banks in our community, has just pledged \$250,000 to our Project Invest, which is a project that takes the same property system that the Our House does, but converts it into ownership as people graduate from the Our House program, so that people can actually have a home that is theirs when they get done.

Iowa Electric Light and Power provided \$177,000 for testing new weatherization responses to people who are in energy crisis and testing the impacts of weatherization, quick weatherization, furnace replacement and consumer education on resolving their problems in the long term.

We've received numerous grants from the state that are discretionary and competitive. None of these grants are possible unless you have people to prepare, and apply, and compete. That it is impossible for rural communities to compete with the major areas for grants without CSBG.

CSBG, in short, is what makes us into a Community Action Agency. Without it, we would just be another community based organization that delivers one line of service.

But a Community Action Agency is much more. We adapt, we improvise, we put every scrap of material and untapped human resource to work. We will steal anybody's idea, and we will drive the spit-and-polish institutions crazy because we are going to test, and we are going to push, and we are going to do what we have to, to get people taken care of.

In short, Community Action gets the job done. When any time there is a problem that can't be solved, somebody calls up a local Community Action Agency, and says "Can you do it? By the way, I don't have any money." And who do you think that is? It is always the same people that say "We don't need CSBG."

Thank you very much.

[The prepared statement of Don Maniccia follows:]

TESTIMONY
 BEFORE
 THE HOUSE OF REPRESENTATIVES
 EDUCATION AND LABOR SUBCOMMITTEE
 ON
 HUMAN RESOURCES
 SIOUX CITY, IOWA
 MARCH 4, 1990

MR. CHAIRMAN, MEMBERS OF THE COMMITTEE:

I appreciate the opportunity to appear before you today to share with you how vital Community Service Block Grant funds are to disadvantaged people.

My name is Don Maniccia. I am the Executive Director of Hawkeye Area Community Action Program, Inc., commonly known as HACAP. HACAP is the Community Action Agency for six (6) counties in East Central Iowa. Our two major communities are Cedar Rapids and Iowa City urban areas by Iowa standards, but we also serve the four (4) rural counties of Benton, Boone, Iowa and Washington. Last year HACAP provided service to over 19,000 households with one or more of our 40 service programs. HACAP will receive \$125,012 in Community Service Block Grant (CSBG) funds in FY 90.

The use of CSBG funds and their coordination with other anti-poverty efforts is overseen by over 200 community volunteers that serve on County Oversight Commissions, Regional Policy Councils, and the Board of Directors. HACAP's policy setting groups are made up of bankers, lawyers, food manufacturers, farmers, realtors, elected officials, human service professionals, ministers, teachers, small businessmen and women, television executives, labor leaders, NAACP officers, advocates, concerned citizens and the poor themselves. These people have directed the use of CSBG in five major activities:

- I. Assuring access to basic services to the isolated poor and elderly in our rural areas.
- II. Expanding the availability of quality child care for the poor, creating home-based employment opportunities, and assuring that poor children whose parents are participating in WIC can a true Head Start by offering extended day care.
- III. Coordinating a broad-based community effort to combat hunger in our area.

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IV. Assisting the poor in obtaining and retaining affordable housing and placing homeless children into stable living environments.

V. Providing poverty planning, public awareness, and resource development.

There is an old saying among Iowa farming communities that "in tough times you keep it together with hailing wire and chewing gum." 1970 is the "chewing gum" and the 1980's have been the "tough times" for the poor in Iowa. The following is an overview of what CSBG is holding together and how much is being spent in IA/CA's communities.

1. \$165,748 to assure access to basic services for the isolated poor and elderly in rural areas.
 - A. CSBG, County Government, and the United Way of East Central Iowa jointly fund part-time staff in ten rural centers which provide basic assistance to the poor in their communities. These people help more than 7,000 families in crisis each year with food, shelter, and energy using private resources. The fact that IACAP is able to get one hundred percent of food donations to people in need is a major incentive to local giving. CSBG provides \$41,400 of a \$141,020 total budget.
 - B. CSBG and Area Agency on Aging continue to provide transportation, meals, assistance, information services and cooperative care management for isolated elderly in our four rural counties. This provides \$8,000 of a \$41,000 total budget.
 - C. CSBG, County Governments, the State of Iowa and the elderly co-fund chair services for frail elderly in our rural counties. The distance between participants and the relatively small number make rural services more costly than its urban counterpart. Services include lawn mowing, snow removal, minor home repairs, and cleaning. CSBG provides \$20,000 of a \$70,000 total budget.
 - D. CSBG, the Area Agency on Aging, and the elderly co-fund 21 Congregate Meal Sites in small rural communities. Most of the sites serve from 25 to 35 meals a day. Each site also serves as a volunteer hot to provide hot noon meals to isolated home-bound elderly. 4,000 elderly people are participate-

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ing in this program with nearly 700 receiving home delivered meals. CSRC provides \$80,000 of a \$729,100 to budget.

F. CSRC and the Area Agency on Aging co-fund a Respite Care program which recruits and trains volunteers to provide short-term care to homebound elderly and victims of Alzheimer's disease. This service allows primary caregivers a brief "respite" to conduct normal business or just to get away. CSRC provides \$1,100 of a \$33,960 total budget.

F. CSRC and The Area Agency on Aging co-fund an employment advocacy program for persons over 45 that are looking for work. This program has provided job placement for 57 older workers this year. CSRC provides \$962 of a \$7,671 total budget.

G. CSRC and The Area Agency on Aging co-fund a seasonal weatherization project for rural elderly in our four rural counties. The project repairs storm windows, puts up plastic on windows, and installs caulking, weatherstripping, and hot water heating blankets. This makes the homes of the elderly more comfortable and saves energy. CSRC provides \$4,876 of a \$28,910 total budget.

11. \$20,734 for expanding the availability of quality child care for the poor, creating home based employment opportunities and Head Start Wrap Around.

A. CSRC, the State of Iowa, Businesses, and participating child care providers co-fund a support program for Day Care Homes. Providers voluntarily agree to meet quality and training standards. The program provides training, nutrition education, financial support for food, group insurance, and weekly education activity packets. The program also provides information to parents seeking child care and manages employer-financed child care assistance programs. CSRC provides 10,734 of a \$31,609 total budget.

B. CSRC, United Way of Johnson County, City of Iowa City and Johnson County co-fund Head Start "Wrap Around" service for Head Start families who are working or attending school. Wrap Around Care is provided by extending the hours and days of operation at Head Start Centers and by placing children in

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affiliate Day Care Homes. CSBG provides \$10,00 of a \$112,000 total budget.

III. \$67,375 for coordinating broad-based community efforts to combat hunger in our area.

A. CSBG, the United Way of East Central Iowa, area businesses, and member Agencies co-fund the operations of a regional food reservoir. The Reservoir collects food for retailers, wholesalers, food processors, and several Federal Commodity programs. This food is warehoused and redistributed to HACAI direct feeding programs such as Child Care Food Program, Congregate Meals, Day Care Homes - CTF, and Community Meals. Food is also provided to 50 member organizations for their operations. The Food Reservoir also coordinates the STEAP commodity distribution through 60 volunteer distribution sites and provides a monthly box program to hungry families in the Cedar Rapids area. CSBG provides \$67,375 of a \$190,000 operating budget and \$2,000,000 food budget.

IV. \$75,000 to assist the poor in obtaining and retaining affordable housing.

A. CSBG, the City of Cedar Rapids, County governments, and United Way of East Central Iowa co-fund the "Our House" Transitional Housing program. This program acquires and rehabilitates deteriorating properties to be use as supportive housing for homeless families. Properties are adopted by churches, civic groups, schools, and employee groups. Two federal employee groups have adopted houses, the Social Security office in Cedar Rapids and the FBI office for Cedar Rapids/Waterloo. CSBG provides \$70,000 of a \$221,250 total budget.

B. CSBG, Johnson County and the City of Iowa City co-fund a Local Housing Stabilization Program to provide homeless and near-homeless families with counseling, mortgage and energy vendor advocacy, deferred payment plan negotiation, and privately-financed rent assistance for fuel, furnace and weatherization needs beyond available public programs. This program also develops Transitional Housing units for the Iowa City area. CSBG provides \$8,000 of a \$86,610 total budget.

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V. \$55,200 for poverty planning, public awareness, and resource development. HACAP has consistently developed in excess of \$4,000,000 per year in discretionary cash, in-kind goods and volunteer services to alleviate the conditions of poverty in our area. Here are some of the highlights of what was produced for this investment:

- A. \$40,000 in salaries and \$10,000 in volunteer who contributed over 140 hours to HACAP last year.
- B. \$2,000,000 in food from 12 business sponsors who contributed over 1,000,000 pounds of food for 12 participating feeding programs.
- C. \$240,000 obtained from area United Way for anti-poverty efforts like Head Start Wrap Around, Rural Service Centers, Food Support Network, Transitional Housing and agency administration.
- D. \$15,000 pledged by the Rockwell-Collins Employee Fund for a seasonal food distribution to foodbank, a van for the food reservoir, and start-up fund for the low-income model comprehensive housing project for families with young children.
- E. \$10,000 obtained from the Greater Los Angeles Foundation to donate six to deteriorating houses to be restored for "Our House" Transitional Housing for the homeless.
- F. \$10,000 obtained from the Hall Foundation to match federal funds to rehabilitate four units in the "Our House" program.
- G. \$10,000, \$20,000 cash and \$1,000 in-kind services provided by Warner Christian Church to the "Our House" project.
- H. \$2,000 pledged by Berkeley National Bank for "Project Invert" which will acquire and rehabilitate deteriorated housing for ownership by families completing HACAP's ownership training program.
- I. \$100,000 allocated by our six county governments for co-funding rural service center operation, "Food Start Wrap Around", and "Our House" Transitional Housing program.
- J. \$20,000 obtained from area business for rural service centers and the "Our

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"House" program.

- K. \$177,000 funded by Iowa Electric Power and Light Utility Company to test new weatherization techniques, to replace aging furnaces and provide energy training for low-income tenants in rental units. Landlords provide partial funding for this project.
- L. \$27,000 from the State of Iowa for "Wing Areas" camps for homeless children enrolled in Head Start in Cedar Rapids.
- M. \$10,000 from the State of Iowa and City of Larchmont to install sidewalks for rural elderly and to provide summer jobs for disadvantaged youth.
- N. \$10,000 from the State of Iowa to rehabilitate a building donated by Washington County to shelter rural homeless families.

In conclusion, CBA is the Community Action Agency. Without CBA, HACA would be another community-based organization that provides a line of service for today's needs. A Community Action Agency is much more.

We adopt what is essential to meet changing needs.

We improve often linking several programs and funding sources to meet local needs.

We put every total of material and untapped source of human energy to work to find solutions for one poor family at a time.

We will steal anyone's good idea if it can make a difference here.

We drive the "first and best" institutions crazy by stretching rules and challenging the best.

In short, we set it done. Every time there is a problem to be solved for the poor and no money to "fix it", a Community Action telephone rings. Guess who's on the line? That very same elected official or public administrator that says Community Action Agencies don't need CBA's. We need your help to continue getting the job done and we have earned it.

I have attached three examples of Community Action in action for your review:

- A coordinated service plan for farmstead workers
- The "Our House" newsletter

. The Homeless Children's Trust "Night of a Thousand Stars"

Thank you for the opportunity to tell our story.

Farmstead Service Plan

Provided by: Hawkeye Area Community Action Program Inc.

1. **Food Box Program** - a monthly box of food, collected, packed, and made available at the Food Reservoir. Apply for through the WIC clinic at HACAP Central office. If you need food now please notify the WIC Clerk.
2. **Energy Assistance** - Energy Assistance Program staff are available to assist U.F.C.W. Local P-3 Union members in applying for available energy assistance funds. Contact Sally Curtis, 319/366-7631, Ext. 18.
3. **Financial Assistance** - HACAP administers the local financial assistance program for Churches United. It is designed to meet basic needs not satisfied under existing programs. Contact Sally Curtis, 319/366-7331 EXT.18.
4. **Special Supplemental Food Program for Women, Infants and Children (WIC)** - Provides carefully designed packages of highly nutritious food and nutrition education to women who are pregnant or breast-feeding, and infants and children up to the age of five. Contact WIC office at 319/366-7631 EXT 56
5. **Housing Counseling** - Provides housing related information, advise and non-financial assistance to individuals and groups in the area with housing crisis or housing related needs. Areas of counseling include:
 - Pre-Purchase & Pre-Rental
 - Rental Delinquency & Mortgage Default
 - Post Occupancy
 - Home-Improvement/Rehabilitation
 - Energy Conservation
 - Housing Consumer Education
 - Displacement and Relocation

Contact Housing Department at 319/366-7631 EXT 47 for appointment
6. **Older Worker Employment Support** - Provides job seeking skill building and employer advocacy for workers over 45 years of age
Contact HACAP Income Opportunities at 319/366-7631 EXT 52

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7. Congregate Meals - Provides a nutritious hot noon meal to seniors 60 years of age and older and his or her spouse. Contact HACAP Senior Services at 319/366-7631 EXT 33 for nearest location.

8. Respite Care - Provides care to frail seniors or persons with Alzheimer's disease while the primary care giver takes the opportunity to leave for other activities. Care is provided by volunteers. Senior Services at 319/366-7631 EXT 33

ANAMOSA SERVICE CENTER
105 S. Elm
Anamosa, IA 52205
Telephone: 462-4343

BELLE PLAINE SERVICE CENTER
710 12th Street
Belle Plaines, IA 52208
Telephone: 444-2553

CENTER POINT SERVICE CENTER
600 Franklin
Center Point, IA 52213
Telephone: 849-2266

HACAP Central Office
320 11th Avenue SE
Cedar Rapids, IA 52240
Telephone: 366-7631

IOWA CITY SERVICE CENTER
1300 S. Gilbert Street
Iowa City, IA 52240
Telephone: 351-1214

MARENGO SERVICE CENTER
1021 Court Avenue
Marengo, IA 52301
Telephone: 642-7167

MONTICELLO SERVICE CENTER
116 W. South Street
Monticello, IA 52310
Telephone: 465-5984

NORTH ENGLISH COMM. CENTER
210 S. Main Street
North English, IA 52316
Telephone: 664-3283

SE LINN COMMUNITY CENTER
108 S. Washington
Lisbon, IA 52253
Telephone: 455-2844

VINTON SERVICE CENTER
202 E. 4th Street
Vinton, IA 52349
Telephone: 472-4761

WASHINGTON SERVICE CENTER
117 East 2nd
Washington, IA 52353

WILLIAMSBURG SERVICE CENTER
223 W. Welsh
Williamsburg, IA 52361

A Member Agency of The United Way of East Central Iowa

OUR HOUSE

A KCRG-TV9, Marlon Christian Church
and HACAP project

For More Information Contact: Jeanne White - 466-1631

March 1984



SEVEN GIANT STEPS FORWARD

Several new to go structures have recently been added to the Transitional Housing program.

907 7th Street SE (a single family dwelling) - a gift from a private individual.

614 4th Street NW (a duplex) donated by Ralph and Marian Arens.

1627 2nd Avenue SE (a duplex, in with four 2 bedroom apartments).

If any groups or organizations are desirous to adopt a house or apartment, please call Jeanne White, anxious to fill all the spaces on her "Adopt A Home" list.

When these structures are completed, we will be able to house an additional 7 families, for a total of 21 family units in this program.

A very special thank you to those generous donors who have helped us reach over 50% of our 1990 Transitional Housing goal.

We have received numerous inquiries about the subscription price for "Our House." There is no charge for this newsletter; however, any donations to help defray the cost of printing would be graciously accepted.

LOCAL FOUNDATIONS PLAY KEY ROLE IN TRANSITIONAL HOUSING

HACAP's Transitional Housing Program has been awarded grants from two Cedar Rapids based foundations. The Hall Foundation and The Greater Cedar Rapids Foundation.

The Greater Cedar Rapids Foundation grant, in the amount of \$10,000, will be used for the acquisition of six development properties. This grant is the key to accessing federal matching funds, as site control must be acquired before federal grants can be applied for.

A Hall Foundation Grant, totaling \$120,000 over a three year period, will be used for the rehabilitation of, and capital equipment expenses for, 12 low-income housing units in the Cedar Rapids area.

Both of these grants will be used to push into our community nine federal dollars for every local dollar.

TRANSITIONAL HOUSING WAITING LIST March Update

Since the beginning of this program in March, '84, 188 families have applied for Transitional Housing. This represents a total of 441 individuals, 50% of which are under 18:

95 were in the 0-4 age group
104 were in the 5-15 age group
19 were in the 16-18 age group
190 were in the 19-44 age group
20 were in the 45-60 age group
3 were over age 62

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BELLE PLAINE ACQUIRES FIRST EMERGENCY HOUSING UNIT

Belle Plaine's Burrows Building will provide Benton County with its first temporary emergency housing. The building is being leased from the city for \$1 a year.

Lee Chapman, Benton County Transitional Housing Coordinator, says the living area will be rehabilitated into a 1-bedroom, a 2-bedroom and an emergency efficiency apartment.

WASHINGTON COUNTY RECEIVES GRANT

HACAP recently received notification that the Iowa Finance Authority's Homeless Shelter Assistance Grant Program has awarded funding of \$45,828 for renovation of Old Main, the former administrative and residence hall at the Washington County Care Facility. The structure will be Washington County's first transitional home.

"OUR HOUSE"

WISH LIST

These items that would be gratefully accepted for our Transitional Houses:

Folder, portable washer-spin dryer
Towels
Washers and dryers in working order
Full or twin-sized bedding
Sheets, blankets, bedspreads
Pillows
Portable washer and dryer units
Portable any duplicating machine

If you have an excess of any of the above items and would like to share them, please let Jeanne know.



WE'RE ROLLIN'

Transitional Housing is very excited about their newest acquisition, a new S10 Chevrolet Pick-up. A used cargo van will join the fleet within the next 60 days. A very big THANK YOU to Bill Fletcher for his help in granting one of "Our House" wishes, with a special thank you to John Secor for his patience.



KCRG-TV
2nd Ave. at 5th St. SE
Cedar Rapids, IA 52401

Homeless Children's Trust

presents

Night of a Thousand Stars

A Benefit for our Homeless Children



"Your Gifts Touch the Future"

Saturday, April 7, 1990

7:30 pm

Stouffer Five Seasons Hotel

Grand Ballroom

Folk

Piano

How do we

Vocal Artists

Gospel

Music to "Jazz" function

Ticket Information:

• Call HACAP. 366-7631

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KGAN



96.5
WMT-FM

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NIGHT OF A THOUSAND STARS

A BENEFIT FOR

"THE HOMELESS CHILDREN'S TRUST"

THE AVERAGE HOMELESS PERSON IS A CHILD *

The children in Iowa are our most precious resource -
we must protect them

Children who are homeless are in constantly changing housing situations, we at HomeLink for future education and stability. The Homeless Children's Trust administered by Hawkeye Area Community Action Program, Inc. will assist children in our community, whose families are homeless with needs such as:

- 1. Temporary Emergency Day Care - when a child is homeless or in destitute housing, their sense of belonging and security is threatened. Emergency day care gives homeless children opportunities for security and control in their environment at a time when they have little control over anything in their lives.
- Emergency Health Care - emergency prescriptions, dental care, when other methods of payment are not available.
- 2. Essential Equipment - high chairs, strollers, cribs, beds, etc.
- 3. Protective Clothing - coats, hats, etc.
- Educational Supplies and Equipment - supplies to assist a homeless child in attending classes, textbooks, etc. (books, supplies, etc.)

★ *Support the Homeless Children's Trust* ★
Support the Homeless Children's Trust

Friday, April 24
 7:30 p.m.
in the elegance of
The Grand Ballroom
Stouffer Five Seasons Hotel

- *Dancing*
- *Entertainment by the Stars*
- *Fleurs d'oeuvres*

ALL Event Costs Provided by Sponsors
 100% Proceeds to HOMELESS CHILDREN'S TRUST FUND

For more information call 319-331-1234

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Chairman Kildee. Thank you very much for your testimony.
Mr. Orfitelli, from St. Ambrose University.

**STATEMENT OF MICHAEL A. ORFITELLI, ACTIVITY DIRECTOR,
NATIONAL YOUTH SPORTS PROGRAM, ST. AMBROSE UNIVERSITY,
DAVENPORT, IOWA**

Mr. ORFITELLI. Thank you, Mr. Chairman, members of the subcommittee. My name is Michael Orfitelli. I am the Chairperson of the Health, Physical, and Sports Science Program at St. Ambrose University. I am also the Activity Director of the National Youth Sports Program and have been so for over the last ten years. Our program at St. Ambrose has been cited over half those as outstanding, and in the last three years we have been recognized as one of the top 20 programs in the country.

I appreciate this opportunity to testify in support of the reauthorization of the National Youth Sports Program. I say I would like to express our deepest appreciation, and I say "ours" being that I am speaking for both the boys and girls participating in the program, both the NCAA and members of the Congress who have provided support for this meaningful program.

Most of you committee members have known the general facts about National Youth Sports Program. I would like to provide some information about St. Ambrose University's program and the program in Iowa.

At the present time, National Youth Sports Program in Iowa at St. Ambrose University is the only program in Iowa. It is not because we do not want other programs; we are out there recruiting, trying to provide for other opportunities, and other schools across the country or in the State of Iowa that would like to have this program. At this particular time, we are trying to find another school in Iowa to provide the National Youth Sports Program. And I think that by next summer we will have another school in Iowa.

St. Ambrose is located on the border of the inner city. It is a private, Catholic institution and member of the NAIA. We are committed to provide opportunities to all individuals regardless of their race, color of skin, handicapped condition, or national origin. During the five plus weeks that St. Ambrose University hosts the NYSP, facilities such as football fields, tennis courts, racquetball courts, swimming pools, basketball court, track, soccer field, softball fields, weight-rooms, classrooms, training rooms, et cetera, et cetera, are freed up for these particular children, in this particular program.

Each year St. Ambrose University enrolls and provides physicals for over 350 boys and girls to participate in the National Youth Sports Program. Unfortunately, we are only authorized and funded to provide programs to 250. Therefore, many of those children are put on a waiting list, and never participate in the program.

Susan Frick is a member of our advisory board, and a member of the CAP agency in our community. In a quote from a letter that she wrote to Senator Harkin "Two hundred and fifty children that would be on the streets are provided with a well-rounded program of sports, nutrition, and drug abuse prevention. The same youths in many communities would cause trouble and be violating the law."

I think of the occurrence of gangs in the State of Iowa. One of the reasons, I feel, that I moved to the State of Iowa many years ago, was the fact that I read the signs saying "A place to Grow," and I felt like it was a place to grow for my family and for myself. Today we are faced with the problem, that are faced in big cities, that of gangs. And we need to deal with those particular problems.

Our Mayor, Thomas Hart, said in another correspondence. "St. Ambrose University provides a well-rounded program, sports, nutrition, and drug education, prevention, that the National Youth Sports Program is part of the foundation that has been laid in the fight against drugs."

Jim Rogers, a national evaluator of the NCAA who has evaluated our program said that our program and saying that the drug education and enrichment programs are well organized, educational, and great support for the community. Guest speakers are abundant.

The community has always been supportive in regard to National Youth Sports Program. For instance, many years ago when we started the program, Dr. John Campbell, M.D., thought our program was a gift from heaven. He came to us and said that whatever you need, we'll supply. He recruited for me some 50 doctors, interns and dentists to provide free medical physicals for our boys and girls in our programs. Today he is suffering from a stroke and is no longer with us, but he still has supported us, and provided us with those opportunities.

Recently, in regard to our programs, many of our teachers and coaches have shown some concern about their salaries. Many of them can work for schools and park boards for a salary of approximately \$15 or more an hour. Unfortunately for us, our salaries are capped, and our average salary is approximately \$900.

In some states these figures are even much greater in regard to the difference. We would like to see an average between \$1200 and \$1500 for our individuals working in the summer programs.

Over 140 of our children are bused each year to the program. Transportation costs are rising, many of the schools that are surrounding our areas, those of rural communities et cetera, cannot be serviced by our program because of the transportation costs. Therefore, we have to look into a ten-mile radius, and it is difficult to take care of some of the children outside of that radius.

I understand that one of the important factors preventing needed Federal support from being provided to the National Youth Sports Program is a 9 percent statutory ceiling on appropriations for all Community Services Block Grant programs combined. We have asked subcommittees to move the National Youth Sports Program out from underneath the ceilings by separating it, and authorizing it as a different program, just as the Community Food and Nutrition Program is separately authorized. I strongly urge you to make this change.

In reviewing our program, I feel that we are unique. We provide all of it. When I say all of it, we provide children with meals, with transportation, with physicals, with insurance, with t-shirts, with outstanding programs, not only sports-related but also enrichment-related, and drug education-related. And we provide it for a minimal cost. I look for a one-week's cost at the University of Iowa

Sports Camp of approximately \$270 per person. Our program runs far below that particular figure. We provide programs for those needy individuals of our community.

I was asked by a president, former president of the University, "Well, what administrative costs do we get out of this? What is the overhead cost we may be able to make from NYSP?" And I said "Our overhead cost is sitting out there in the community. That's our bond between those particular individuals. That's our cost. That's how we get overhead." And so I think that we can look at our program as one that is designed to help individuals directly. We don't look at the program and saying "How's it going to help administrative cost at universities or other programs?" It is directly for the kids. And most of the money goes directly to those particular children.

In summary, I can remember, not too long ago, a student coming to me and saying "Hey, Dr. Orfitelli, I want to show you something." and it was a St. Ambrose University student, and he showed their card that we give these children as they leave our program. And these cards are—they are able to come to the University and use them to be admitted to sports programs et cetera, so they have free admittance. And they showed me that card, and they said "Here I am, a student now at St. Ambrose University." And I felt gee, we really are working towards that goal of bringing these children of the community and the inner cities to bring them on campus, and finally to provide them with a college education.

We went one step further at our University; we have now provided a minority scholarship for at least five students per year to attend our school free of charge. This came out of the National Youth Sports Program, and I am really proud of it.

I just want to thank you for giving me the opportunity to give my testimony. And that's it.

[The prepared statement of Michael A. Orfitelli follows:]

**STATEMENT OF MICHAEL A. ORFITELLI
ACTIVITY DIRECTOR, NATIONAL YOUTH SPORTS PROGRAM
ST. AMBROSE UNIVERSITY, DAVENPORT, IOWA
BEFORE THE HOUSE EDUCATION AND LABOR
SUBCOMMITTEE ON HUMAN RESOURCES**

March 31, 1990

Mr. Chairman and members of the subcommittee, my name is Michael A. Orfitelli. I am the Chairperson of Health, Physical Education and Sports Science at St. Ambrose University. Since graduating from the University of New Mexico, where I served as a program aide for one year in the National Youth Sports Program, I have written, developed, and presently run the NYSP at St. Ambrose University for over ten years. Our program has been cited in over half of these years as outstanding, and in the last three years it has been recognized as one of the top twenty programs in the country. I appreciate this opportunity to testify in support of the reauthorization of the National Youth Sports Program.

I would like to express our deepest appreciation as I speak not only for myself but the boys and girls participating in the program to both the NCAA and those members of Congress who have provided support for this meaningful program -- a program which helps hundreds of thousands of young boys and girls from economically deprived families to climb to the mountain top.

Most committee members know the general facts concerning the National Youth Sports Program. I would like to provide you with information about the program at St. Ambrose University.

At present we are the only National Youth Sports Program in the State of Iowa. This hasn't been because there isn't a need for additional programs, or because we haven't tried to recruit other schools to offer the NYSP. Ed Thiebe of the NCAA and I have contacted at least six schools in the state to enlighten the Presidents of each to the benefits of the NYSP. In October I will be

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presenting materials at the State Conference for Health, Physical Education, Recreation, and Dance to recruit one or more additional schools in Iowa to participate in the program. We believe that by next summer Iowa will have a second school participating in the NYSP.

St. Ambrose University is located on the border of the inner city. It is a private, Catholic institution and a member of the N.A.I.A., the other national sport affiliation. We are committed to provide opportunities to all individuals regardless of their race, color of skin, handicapped condition, or national origin. We are excited about the National Youth Sports Program and go well beyond the recommended institutional contributions set by the guidelines.

During the five plus weeks that St. Ambrose University hosts the NYSP, facilities such as the following are freed up and provided to our program: football field, tennis courts, racquetball courts, swimming pool, basketball courts, track, soccer field, softball field, weight room, classrooms, training room, office area, food center and a room in the Fine Arts Building for drug and enrichment education.

Many of our faculty and staff members volunteer their services in the enrichment/drug education program or in other segments of our program.

Each year St. Ambrose University enrolls and provides physicals to over three hundred and fifty (350) boys and girls ages 10 through 16 years of age. We are only authorized and funded to provide the program to two hundred and fifty (250). Therefore, we keep a waiting list and when someone drops out of the program others are called in to replace them. Many children never are called. This is disturbing because these children want to partake in the program. It is exciting to go to a university campus, to use its facilities, and to be taught by outstanding teachers and athletes.

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Susan Frick, a member of our advisory board and a staff member from the Community Action Agency, is quoted as saying in a letter to Senator Harkin "Two hundred and fifty (250) children that would be on the streets are provided with a well-rounded program of sports, nutrition, and drug abuse prevention programs. These same youths in many communities would be causing trouble and violating the law".

Our Mayor, Thomas Hart has said in another correspondence, that the NYSP project at St. Ambrose University provides a well-rounded program of sports, nutrition, and drug abuse prevention, and that the NYSP is a part of the foundation that has been laid in the fight against drugs.

We have been very fortunate at St. Ambrose University to have the best of both worlds. We have faculty members willing to give their time to work and provide outstanding programs in drug education and enrichment and we have individuals in the community that are also knowledgeable and are willing to provide their time and services. Jim Rogers, one of the evaluators from the NCAA, has cited our program in saying "The Drug Education and Enrichment Programs are well organized, educational, and have great support of the community". Guest speakers are abundant.

The community has always been supportive regarding the National Youth Sports Program. Many years ago when we first got started Dr. John Campbell M.D. thought our program was a gift from heaven. He provided his services and recruited many of his colleagues to provide free medical services for our children -- many of whom were examined for the first time. Since that time, Dr. Campbell has suffered a stroke and is not able to help personally. However, with his help and that of others, each year we have some fifty doctors, interns, and dentists providing medical screening at no cost to the program. Each year

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at least twenty-five participating youngsters are found to have impairments that need medical attention.

My own children are very fortunate that I can provide them with the necessary funds to enjoy summer camps in sports. A week at the University of Iowa costs about \$270.00. Many children in our society are not so lucky. They get what is dealt to them. NYSP has provided for these children by developing a well-rounded and structured sports program that is instructional in its nature. At St. Ambrose University we provide instruction in swimming, up through and including life saving, basketball, football, soccer, volleyball, softball, tennis, dance, weight training, track and fitness activities. Most sports are coeducational and are taught by excellent handpicked instructors that are highly skilled and are noted for their teaching with inner city children. This sports instruction is coupled with a broad-based enrichment program that goes far beyond athletics.

Recently many of these teachers and coaches have shown concern about their salaries. Many of them can work for schools and parks for a salary higher than we are allowed, or can pay due to our very modest budget. Our average salary is \$900. The public schools are paying fifteen dollars and more per hour. In Iowa, we need to average at least \$1200-\$1500 per instructor or many outstanding people will be lost. In some other states, this figure is far too low.

Over one hundred and forty (140) of our children are bused each year to the program. Transportation costs are rising which makes it difficult to transport over a ten mile radius. Many of our rural areas can be serviced if we have an increase in the budget for transportation.

I understand that one important factor preventing needed Federal support from being provided to the NYSP is the nine percent statutory ^{cap} on appropriations for all Community Services Block Grant programs combined. We have asked the

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subcommittee to move the NYSP out from under this ceiling by separately authorizing the program -- just as the community food and nutrition program is separately authorized. I strongly urge you to make this change.

For approximately five years, up until 1986, St. Ambrose University was the only site in Eastern Iowa servicing the summer food program for the U.S.D.A. As a condition of our NYSP grant, we were also required to procure a grant from U.S.D.A. for summer meals for our participants. In that period, we served some twelve hundred lunches and snacks per day during the summer. In 1987 we were told that private schools were not eligible to receive U.S.D.A. summer food grants and had to find another source to provide food for our children. Because of help from members of Congress resulting in a change in the law, we are now eligible to provide these services again. At St. Ambrose University we serve a hot breakfast and a hot lunch to each of our participants. For many, these may be the only well-balanced meals they receive all summer. These meals are an important part of the NYSP.

In summary, I hope that the committee that is reviewing our program and other programs can feel what it is like to be one of those children participating in the NYSP. We are unique. We provide it all and the cost is minimal. I remember a former president asking about administrative cost, referring to the cost an institution gets for running a grant program. I told him that the University wasn't paid overhead for operating this program -- that the return we were receiving was in the community, and that the bond that we were establishing far outweighed any administrative costs. Recently a student at St. Ambrose University stopped in to see me and pulled out her I.D. card given to her when she was twelve years of age at the NYSP at St. Ambrose University. Tears came to my face and then a great big smile. It works, thanks to the National Youth Sports Program.

Thank you very much for this opportunity to testify.

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Chairman KILDEE. Thank you very much, Dr. Orfitelli.
James Smith, the Director of the State of Iowa, Community Action Agencies Division.

STATEMENT OF JAMES SMITH, DIRECTOR OF THE STATE OF IOWA COMMUNITY ACTION AGENCIES DIVISION, DES MOINES, IOWA

Mr. SMITH. Thank you very much, Chairman Kildee and Congressman Grandy. I would like to say a couple words about the reauthorization of the LIHEAP. I think we all thought it was going to be—we were to talk about CSBG, but I would like to throw in a little something on LIHEAP here. And much of what I'm going to say, I'm afraid, is going to echo what Barb and Don have already said. That's the fate of going last. I'm sure we are all aware of that.

Last year LIHEAP, in the State of Iowa, served almost 93,000 households. To be very specific, there was 2.55 persons in each one of those households, for a total of around 237,000 people served. This is a very important program to the State of Iowa, as Chairman Kildee pointed out. The "eat or heat" is not unheard of in this state. We hear it all the time. LIHEAP funds may be the difference between an old couple—older couple eating cat food one night and having their heat also.

So, we would certainly encourage the reauthorization of that program. I might just throw in, in 1983 the State of Iowa received \$37,719,000 in the LIHEAP program. Last year it was at \$25,900,000. So, we have taken a significant cut in that program. The average payment state-wide has gone from an excess of \$300 per year, to less than \$170 per year. The program was obviously never intended to be—to pay all of the bills, but purely as an assistance to heating bills. But it is a very very important program, and we would once again certainly encourage its reauthorization.

The CSBG funds are allocated to the 19 Community Action Agencies in the State of Iowa. CSBG dollars allow local CAAs to provide a broad range of locally needed human services. CSBG funds are primarily used to maintain a core that is necessary for the operation of multi-service local, anti-poverty organization. Costs include management, and staffing, and Community Outreach Programs. Termination of CSBG funds threatens the very existence of these agencies, and the range of programs they provide.

The CSBG funds also achieve broad community participation in two primary areas. First, the local community is involved in planning and prioritizing CSBG projects through community based boards. These boards are representative of equal parts of the private sector, public sector and those receiving programs services.

Secondly, the community is involved in providing resources to support local Community Action Agencies programs. During program year 1989, CSBG dollars were utilized in successfully generating over \$6 million of local government and private funds. Because of the availability of CSBG dollars, CAAs had a resource which can be applied to leverage broader community support.

The CSBG funding also supplies the vital core of administrative funding and outreach for programs in areas such as employment, education, housing, health, nutrition, and emergency assistance.

This is crucial in rural states like Iowa. CSBG-funded agencies are often the only mechanism available to provide these human services.

The CSBG-funded agencies are able to identify unmet needs in their communities and implement programs to meet those needs. Programs like Commodity Food Distribution, Emergency Food Programs, Child Care Food programs, Congregate Meals, Head Start, and day care programs, information and referral services, transportation, maternal and child health programs, family development, and self-sufficiency case management, budget counseling, work fair and job training programs. Many of these programs have neither the administrative funds or a local service mechanism alternative to permit them to operate without the support of CSBG and CSBG-funded agencies.

Now, CSBG responds to emergency and gaps in much-needed services. CSBG is also unique in its flexibility to research and test new programs while tailoring programs to each community individual needs. One example is that of the growing family development and self-sufficiency programs throughout the State of Iowa. These new innovative programs have proven their success statewide through the 1,175 families enrolled in family development in fiscal year 1989.

These families receive the support and attention they need through Community Action Agency Outreach, to overcome poverty conditions. One hundred seventeen families achieved self-sufficiency during program year 1989. So far this year, 354 new families have been enrolled, to total 981 families currently enrolled in family development programs in all 19 Community Action Agencies throughout the State of Iowa.

Community Action Agencies are also developing a long-term solution to the problems of Iowa homeless individuals and families in their communities. In urban and rural settings Community Action Agencies are acquiring deteriorated or unused housing, and turning it into transitional homes for Iowa's low income. Under the model, thousands of volunteers are mobilized to rehabilitate and furnish these properties. Using the family development case management approach, insures that the housing units remain transitional. This is done through the provision of intensive service enabling the participants to compete for jobs and housing in the open market.

The list of accomplishments of CSBG-funded agencies can go on and on. The bottom line is that without CSBG money, opportunities for the low income will disappear as will Community Action and Community Action Agencies. In fiscal year 1989, CSBG funded Community Action Agencies provided services and opportunities needed to overcome poverty to over 376,000 individuals in Iowa.

We see first hand success stories every day of families and individuals not only reaching their potential, but achieving their goals and overcoming poverty. Without CSBG funds, Iowans could not have a glimpse of hope or the opportunity to achieve economic and personal success. During 1989, Community Action programs across the Nation celebrated 25 years of service. Those years of service have created a broad expertise throughout the Nation and our state of combating poverty and winning.

The Community Service Block Grant supports those Agencies, CSBG continues to assist in providing the opportunities for education, employment and affordable lifestyle. With continued funding, Community Action agencies can maintain the level of excellence they have achieved with the support of the Community Service Block Grant. Without CSBG, I fear the war on poverty is lost.

Thank you.

Mr. KILDEE. Thank you, Mr. Smith, for your testimony. We will start with a few questions here. Mr. Maniccia, you mentioned the Head Start wrap around. Can you go into that more for us, how that works here?

Mr. MANICCIA. What we're doing, Mr. Kildee, is to extend the hours of Head Start centers through the affiliate day care homes that we have, or one combination or another, depending on the facility we have. We are able to take some of our families who are enrolled in some of the Federal jobs programs in Iowa that are referred to as "promised jobs," where the parents are either in school or working, then we are able to care for that child on a full day basis.

Starting this next fall, we will be taking infants and toddlers and providing sibling care using the same system. But again, using the Head Start program in the Head Start facility as the nucleus for a series periphery services to make it more comprehensive to Head Start families.

Mr. KILDEE. How do the Head Start people out here relate to that?

Mr. MANICCIA. Our Head Start staff?

Mr. KILDEE. Yes.

Mr. MANICCIA. Our Head Start staff, of course, are the ones that are doing the planning and development of the activities. We provide them with some extra money so that can have additional staff to do the planning activities.

I would note that just last week, I received a letter from HHS that indicated that the wrap around activities that we've been doing for the last five years are now a national goal for Head Start.

They do say you can't use any ACYF funds for it.

Mr. KILDEE. Well, you know, I have been in Washington now for 14 years, and the longer I am there, the more I realize that all wisdom does not lie there in Washington. It is out here, in places like this. Mr. Grandy and I have marched together on Head Start. This is a program that we really believe in. And one of the things that we are thinking of in a bill which, I think, Mr. Grandy and I both hope we can get some compromise from the White House on, one of the components of the Child Care program would be an extended Head Start program. Full day, full year, and if you could send us any information as to how it works out here, it would be helpful as we deliberate, both on Head Start, and on the Child Care bill.

Mr. GRANDY. Mr. Chairman, would you yield on that just for a moment.

Mr. KILDEE. Sure.

Mr. GRANDY. I agree with you on that. I was curious, Mr. Maniccia, would the wrap around funds that you are using to expand

Head Start into a full day program—and I assume a full year program too?

Mr. MANICCIA. Yes.

Mr. GRANDY. Are those private dollars that you are using to supplement the—

Mr. MANICCIA. Right. Well, it's a combination. In some cases, some of the children are actually coming under State Title 20 Block Grant. It's a child—

Mr. GRANDY. Social Services Block Grant.

Mr. MANICCIA. Social Services Block Grant. On a child at a time basis, that those are generally protective service children that there is a bigger case management plan involved.

Mr. GRANDY. I guess the point I want to make is that because you are using extra resources, you are not compromising the eligibility of the existing population. You are—

Mr. MANICCIA. That's correct.

Mr. GRANDY. [continuing] merely expanding.

Mr. MANICCIA. There just has to be expansion of—that the wrap around, or the extended care is primarily financed by city, county and United Way funds. Some parent fees, depending on your income.

Mr. GRANDY. Thank you Mr. Chairman. I yield back.

Mr. KILDEE. That information would be very helpful to us, because we know the Head Start program works well. It has a 25-year history. All the studies indicate that, not only is it morally good, it really helps uphold human dignity, gives a child a chance to succeed. And if you program someone for success, and they realize they can succeed, I think that gets them on a good path rather than have them feel that all they can do is fail.

So, we are wrestling—sincere people are wrestling. We agree, Mr. Grandy and I, that we are going to increase the money for Head Start. Then in the Child Care bill we are seeing whether we can expand to a full day, full year type thing. And we want to do that in a fashion that we do not detract from the good characteristics of Head Start, and you have some experience on that, that would be of value.

Mr. MANICCIA. I think one of the things that we found particularly in the rural communities is that children don't come in nice little packages. Children range from, infants all the way up through, returning from school in the afternoon. Parents simply cannot run 12 different places and maintain a job to provide their child care. So that in our rural center is where we have been trying to integrate fully from infant all the way up to after school care. Again, building around Head Start. Head Start is the nucleus and all of the Head Start components are addressed and in full compliance.

Mr. KILDEE. In general, would you say it would be helpful in a lot of these early childhood programs, to allow a certain flexibility in the delivery of those programs while maintaining the integrity of the program?

Mr. MANICCIA. All the operators want flexibility.

Mr. KILDEE. Okay. I want that for the record. Even out here in Iowa.

Mr. MANICCIA. Right.

Mr. KILDEE. Very good. I will continue and then I will pass to Mr. Grandy here. The administration, for about nine years now, has asked for zero funding for CSBG. Thankfully, on both sides of the aisle, we have rejected that and never even given that any serious consideration. They say that you can pick up your losses from the other programs that you administer, that you have other programs and, therefore, you do not need this separate CSBG funding.

If, for example, your CSBG funding were put down to zero, as the administration has proposed, what would be the effect on your personnel, your programs, and your recipients if you did not have that allotment of money?

Ms. KELLOGG. Well, within our agency, our clients would no longer have an agency personnel that they could contact within their local community. We are centrally administered out of one community, we cover nine counties. We have a very large service delivery area. And it would mean that clients who live 60 to 90 miles away from the central administrative office would have to find some way of getting there in order to obtain the other program services, which in most cases would be impossible for them to do.

Mr. KILDEE. Outreach then would be totally gone?

Ms. KELLOGG. Outreach would be totally gone within our agency. And, you know, what Don mentioned before, the thing is that CSBG, the very simplicity of the program, allows us to respond to an agency, or group, or an organization that comes to us and says this needs to be done, can you help us accomplish it. If DHS comes to us and says "We need to get the word out about food stamps, not enough people are enrolling in the program, can you help us do that?" we can, because we have a person located in each county that we serve. Some counties have more than one person. And we're capable of getting that information out to a lot of people. We would no longer be able to do that without CSBG funds.

The same thing with the case management kinds of activities we get involved in. When we are talking about the continuing care project and dealing with elderly clients who we're attempting to keep in their homes rather than having them institutionalized, which is going to end up costing us more, if that's the case. If we don't have someone locally in the community who knows that person, and who can work with the other people who are staffing them, we lose the ability to respond to that situation too.

Mr. KILDEE. I am going to turn to Mr. Grandy for a moment, and I may come back for some questions.

Mr. GRANDY. Thank you Mr. Chairman. I think, Dr. Orfitelli, I would like to start with you, because as you pointed out, the National Youth Sports Program exists only in the Davenport area. And it is certainly not familiar, at least to, I think, most of the people on this side of the state in terms of its potential.

I would like you, if you could very briefly, to describe what a typical day for a boy or girl might be in this program when they come to St. Ambrose University. And begin by describing who that typical boy or girl might be.

Mr. ORFITELLI. Okay.

Mr. GRANDY. And let me ask you, at the beginning, because you are in the Quad Cities, this program is available to children in Illinois as well, is it not?

Mr. ORFITELLI. Correct.

Mr. GRANDY. So, there is no regional obstacle towards access?

Mr. ORFITELLI. No. First of all, we are handed down guidelines from the National NCAA that run—help run the National Youth Sports Program. Those guidelines indicate to us that we need to recruit individuals, both boys and girls, ages 10 through 16 that are on the poverty level. And that is approximately 90 to 95 percent of our students that come into our program are recruited in that manner. We use our CAP Agency in our community, and we also use the public schools to help recruit these students.

A typical day. Prior to the program starting, we have at least two days that we spend providing physicals for all these youngsters that have applied for the program.

Mr. GRANDY. But physical problems is not necessarily a criteria for getting into the program?

Mr. ORFITELLI. No. Our concerns are the health of the individual, and for many of these individuals that come into the program, this is the first physical they've ever had.

Mr. GRANDY. Yes.

Mr. ORFITELLI. And we go beyond just the basic physical. I mean we have dentists there, we have doctors, we even do blood testing et cetera. So, we are concerned about the physical state of that individual. Each year we have approximately 20 to 25 individuals that need some type of medical care help, that we do a follow up with, as well with our program. And check those individuals out through out the summer and year, et cetera.

After the physicals are given, then the first day of the program, the typical day, is that approximately 250 come into our program, about 140 of those are bused into the program throughout the community. And we are talking about going across the river, and we do go across the river, and we have approximately 15 to 20 individuals who come from across the river. Many times agencies will bus those children into our program.

Mr. GRANDY. So, in other words, you use Community Action Agencies in Illinois for your Outreach.

Mr. ORFITELLI. Correct.

Mr. GRANDY. All right.

Mr. ORFITELLI. Then the boys and girls are brought into the program. The first thing they do is they go over for a hot breakfast. We supply each of them with a hot breakfast, after that breakfast is given, then they are assigned to a particular group, and they are brought around with group leaders and instructors to the different areas of sports programming. Whether it be swimming, which we offer for all the children. In fact, they all have swimming, that is required of everyone. And we offer that from the beginning stage through life saving.

Other sports areas include football, basketball, softball, track and field, et cetera. During that day each youngster also participates in an enrichment program. They take one course in enrichment, which is approximately a 40 minute course. The enrichment pro-

gram may be in career education, it may be in nutrition, it may be home safety, anything dealing with that form of enrichment.

Besides that, they also are educated in an area of drug education or drug prevention. We have on staff, approximately 24 staff members. Two of which, one is the Coordinator of Enrichment, and the other is a Coordinator of Drug Education and Drug Prevention.

They are responsible to provide those programs. Those programs are usually provided by community individuals. We have an agency in town that comes up and provides for a week long, maybe two weeks long, types of programs. Other programs are developed out of that as well.

At the end of the day, the students then go back over for hot lunch, and then we dismiss them from St. Ambrose University. During that period of time, all individual children are provided with a health insurance policy in case anyone is hurt, accidentally hurt on the playing fields et cetera. Each individual receives a T-shirt with St. Ambrose University National Youth Sports Program on it to identify them. They all receive a diploma at the end of the program, as well as a certificate or small card, as I was indicating before; this card, for our program, is utilized throughout the year for attendance or admittance to athletic events, or even plays at the college.

We have opened it up so that these kids can come in and say "I was participating in this program. This is my card." Therefore, they get into the programs free of charge.

Mr. GRANDY. How many people in the program repeat? I mean, are you able to expand your population?

Mr. ORFITELLI. Approximately 50 percent of our children repeat. The biggest problem that we are facing is that those children are up in the 15- and 16-year-old age groups. They are looking for jobs, et cetera, during the summer. And we lose many for that particular purpose. So, we do have an abundance of children that are 10 through 13 years of age. But this is when we think that it is most important to have them, at that particular time.

But approximately 50 percent of children are individuals that have participated in the program previously.

Mr. GRANDY. And how well can you accommodate handicapped individuals?

Mr. ORFITELLI. Very well. We do not, like I said before, discriminate in regard to handicapped individuals. We have between 10 and 15 individuals that are physically handicapped, and we have at least 20 or 30 that have some mental disabilities.

Mr. GRANDY. Well, I guess I am intrigued by this program because it so happens that yesterday the Deputy Drug Policy Director, Reggie Walton, was in town and was among some of his visits were a trip to the rehabilitation wing of our chemical dependency center here, and a trip to a school. And one of things that you learn very painfully is that one of the real problems with substance abuse, very often, is that almost invariably these kids that are in rehabilitation have come out of homes where the object lesson has been taught and taught again about substance abuse. They need some kind of a counterweight to that.

And even at an age as early as 10 or before, I would hope that a program like this would, in a sense, offer a kid that might be

coming out of that environment a safe harbor to prevent the slide into substance abuse. You probably do not have any data to that effect.

Mr. ORFITELLI. No.

Mr. GRANDY. But, I could see that as being a significant advantage towards the creation of this kind of program. So that would not necessarily need to access a chemical dependency center or rehabilitation for six months after you get out of intensive, because you had some kind of an athletic support program early on in your development. Would you agree with this?

Mr. ORFITELLI. Whole heartedly, yes, yes. And I see many of the students, they will come up to talk to us. In fact, during the whole year, they will call us on the phones and say, "Hey, I'm having some difficulty, can you talk to me for a period of time?" So, I think there is a good relationship between my staff, and the children that come to our program. We've gone to Social Services, in fact, on some of the children, and we even had to remove some children from homes that they have been in.

Mr. GRANDY. How many volunteers do you have participating?

Mr. ORFITELLI. We have approximately 15 volunteers during the summer.

Mr. GRANDY. And that—

Mr. ORFITELLI. I shouldn't say just 15, because if you take the doctors and all those individuals, and add them all up, we have close to 100 individuals because the doctors, again, give their services free of charge. And there are approximately 50 of those individuals. On campus, a faculty et cetera, there is another 10 faculty. From the community itself, there is another 10 or 15 people from the community that are volunteering during that summer program to help these particular children. And then if we talk about all the speakers that would come in, and they do this free of charge, for an hour, for two hours, for four hours in that particular day, we can be well over 100 individuals every summer that are volunteering to help this particular program.

Mr. GRANDY. Well, is it your feeling that this program is not spread across the state simply because it is just not known that well, somewhat unsung?

Mr. ORFITELLI. I think that is part of it. Fortunately for me, I left the University of New Mexico, and I was program aide in this particular program. And when I came to Iowa, a friend of mine said "You know, you ought to apply for that program as well. I think it would be great for your school." And I did, and that was approximately—almost 12 years ago. I've tried to talk to other individuals at conventions, et cetera. Some of those individuals happen to be at bigger universities where the coaches have the whole facilities all summer, and say "Hey, we're not giving it up for this particular program." But there are many other schools in the state; Ed Thiebe and I have approached presidents and school personnel to try to provide these particular programs in the state. I understand that there may be an interest here at Morningside.

Mr. GRANDY. That was going to be my next line of questioning, because I want to know, because I am not that familiar with the programs myself. Can Community Action Agencies act as entrepreneurs in a community to bring together the educational facilities

and help put together perhaps a cooperation between colleges—we have two colleges here in Sioux City——

Mr. ORFITELLI. Yes.

Mr. GRANDY. [continuing] and obviously a lot of high school playgrounds and facilities that are not completely utilized over the summer. Under the terms of this particular program, the CAP can basically act as the coordinator; can it not?

Mr. ORFITELLI. Yes and no. The CAP can help in regard to the coordinator, but it has to be housed at a university or college.

Mr. GRANDY. So, a university or college has to act as the host?

Mr. ORFITELLI. Correct.

Mr. GRANDY. A high school could not?

Mr. ORFITELLI. No.

Mr. GRANDY. All right.

Mr. ORFITELLI. No.

Mr. GRANDY. Would that apply to a technical facility, like WIT here in town?

Mr. ORFITELLI. If the technical facility would have sufficient facilities. You see, we're not allowed to come back and say "We are going to offer facilities to you, but we are going to charge you for those facilities."

Mr. GRANDY. Yes.

Mr. ORFITELLI. Those facilities have to be free of charge.

Mr. GRANDY. Yes.

Mr. ORFITELLI. And therefore, if you're saying okay, we'll be able to use this park, and this and this, if the community says "yes" you can do that and there is no cost to it, then yes, it could happen.

Mr. GRANDY. All right. Well, I appreciate you elaborating on that, because I think it is worthwhile to put that into the record just to——

Mr. KILDEE. On that point, there is a significant contribution that the University makes.

Mr. ORFITELLI. Yes. Our university, for instance, we're looking at receiving a grant of approximately \$37,000, and our in kind services from the university far out weighs that. The community itself far out weighs it with the resources that we get from the community.

Mr. GRANDY. Let me ask you something, Mr. Maniccia, and then I will yield back to the Chairman. In the Our House program that you are working on right now, is that basically a program that is designed to find rental housing opportunities, at this point?

Mr. MANICCIA. Yes, they're in the first stage when people go in the units that are paying rent on a sliding basis, following HUD standards.

Mr. GRANDY. You are moving homeless populations into a kind of temporary transitional rental stage——

Mr. MANICCIA. Right.

Mr. GRANDY. [continuing] and then into more permanent housing?

Mr. MANICCIA. That's correct.

Mr. GRANDY. And the Project Invest follows along after that, towards home ownership?

Mr. MANICCIA. That's correct.

Mr. GRANDY. Let me ask you this. Is there any component of Project Invest that provides for a sweat equity relationship in terms of the people that might be able to access their own homes, paying for it by doing the rehabilitation themselves?

Mr. MANICCIA. Not exactly. What Project Invest does, is have a series of participating activities for the family that is going to get the home. When they are just in the home, they are actually in a lease/purchase position. And \$50 of their rent each month is escrowed to pay closing costs for ownership, there is a series of activities that they are involved with in terms of developing an income—actually it's called The Home Ownership Plan. It incorporates their family income and their property maintenance, their stability for owning a property and maintaining a property in the community.

Then each year, after the year of occupancy, then their interest is 6 percent the first year, 7 percent, 8 percent, 9 percent, until it reaches full market.

Mr. GRANDY. Yes.

Mr. MANICCIA. So that their payments come up very, very slowly, in terms of making the housing affordable for them. But each year, all the way through that process, in order to qualify for the discount, there are activities and property upkeep standards that they are agreeing to meet.

Mr. GRANDY. And the idea is that the people transition out of the Our House Program into the Project Invest—

Mr. MANICCIA. Correct.

Mr. GRANDY. [continuing] program?

Mr. MANICCIA. That's correct.

Mr. GRANDY. Do you have any feelings on a sweat equity type of an arrangement? Is there a problem with that?

Mr. MANICCIA. The particular method that we use is one where we are acquiring properties, and we have these volunteer groups that actually rehabilitate each property. So some of the aspects of the sweat equity don't fit in very well, that one of the activities that they would be involved in could be doing community service activities. We let people have a much broader range of choice in what activity that they are involved in rather than the sweat equity on your house is more linked to projects like Habitat for Humanity activities. And we do use some public funding in handling the major rehabilitation aspects of these properties as well.

Mr. GRANDY. I will yield back to you, Mr. Chairman.

Mr. KILDEE. One question, Mr. Smith. I believe, you spoke of LIHEAP. The administration proposes that we cut the LIHEAP program this year by \$343 million. With the idea that the states could pick up the difference. What position would Iowa be in to pick up the difference? And what was your experience with LIHEAP? You probably had a cold December out here too, did you not?

Mr. SMITH. Yes, we did.

Mr. KILDEE. We did in Michigan.

Mr. SMITH. Yes, we did.

Mr. KILDEE. Talk about the pressure, the pressure of that cold December, and what would the effect be if we went along with the administration and did cut \$343 million out.

Mr. SMITH. The pressure of the cold December really caught low income Iowans in a bind, to say the least. Many people in deliverable fuel LP propane—liquid propane is what I mean, saw their costs skyrocket from approximately 45 cents a gallon into the range of—I think the highest one I ever heard, and I'm sure there were some higher, the highest I ever heard was a \$1.31 a gallon. So, these people who had gone into the heating season budgeted to spend, certainly no more than 60 cents a gallon, were really caught short.

Should we reduce funding in LIHEAP? It would be devastating to say the least. Right now, we are serving people at 150 percent of poverty. We can go by Federal law no lower than 110 percent of poverty. Were we to reduce the Iowa allocation, I am afraid what we would have to do would be to lower the income guideline to the 110 percent of poverty level, which would cut out approximately 40,000 households, make them ineligible for LIHEAP payments. And most of those people, or many of those people would be Iowa's elderly, which is a significant portion of our population. And Iowa's low income working poor would also suffer very greatly from the reduction to 110 percent of poverty.

I shudder to think of having to deal with it, but certainly we hope we do not have to.

Mr. KILDEE. I shuddered when I saw the budget myself.

Mr. SMITH. Yes, so did we.

Mr. KILDEE. I come from a cold state, Michigan, also, so I share your feelings on that. Another comment, we had a young Iowan farmer testify before us in Washington a month or so ago. A very hard-working young man, very family oriented, who, at one point in his life, needed some assistance. Very good, you are here, very good. I did not know you were here. I was very impressed with you in Washington. He spoke of there being no cash flow. And he spoke of going into the CAA, Community Action Agency, and the dignity with which he was treated, also which was very, very important, and it was very impressive testimony. I remember certain testimony always, and your testimony was excellent.

What I think I am trying to pull together here is that the Community Action Agencies have a philosophy of really trying to help people become self-sufficient, getting them out of a situation that they are in, and doing it in a way that they respect the dignity of the people who come in for that assistance as you did this gentleman up here. Do not ever lose that. I will fight hard, and I know Mr. Grandy will, to make sure that you have adequate dollars to carry your program. But do not ever lose that, because I believe that government's prime function is to promote, protect, defend and enhance human dignity. So, keep that right in your philosophy all the time. You have a great record of doing that.

Mr. SMITH. I think we can assure you, Mr. Chairman, that will always be a prerequisite in Iowa's Community Action Agencies. The Community Action Agencies in Iowa take great pride in assisting and doing what they can for Iowa's low income. They also take great pride in doing it, as you mentioned, with a great deal of humanity involved. People often times are hesitant to go into some other human service organizations because of a lack of that, but seem never to want for it at the Community Action Agencies.

Mr. KILDEE. Thank you very much. Mr. Grandy, do you have any additional questions?

Mr. GRANDY. Yes, I do, Mr. Chairman. Speaking of LIHEAP. Mr. Maniccia, at Hawkeye you have some kind of expanded LIHEAP pilot program, have you not?

Mr. MANICCIA. Yes.

Mr. GRANDY. Can you elaborate a little bit about your program?

Mr. MANICCIA. We operated a LIHEAP pilot project for Jim's department for the last two winters, called the Affordable Heat Pilot Program. Which was to evaluate people who had problems with energy supply after the regular LIHEAP program, both to identify what types—what conditions were causing that increase problem and to test some new solutions, both cash and noncash type solutions. We looked at more of payment planning type of service, kind of a counseling service with people in planning and negotiating better deals with energy vendors essentially. A tremendous number of the people's real problem was in the form of old debt, and the impacts that old debt had on them.

And we helped them put together better agreements with vendors. We also looked at the role of the housing weatherization, what we could do with weatherization or furnace replacement types of issues. And then provided a supplemental—a form of supplemental assistance that was based on their ability to pay, but was conditioned on them making routine payment efforts, and there was a form of assistance where it was a "you do, we do" type of thing with a Heat Stamp program. And in the two years we found that about 15 percent of the people in crisis actually required additional assistance over what was provided under the existing LIHEAP services in terms of cash assistance. Most of them required other forms of interventions.

When they did require assistance, though, it was substantial, and the average payment was—in the first year it was \$216 was the average payment in the supplemental form that was their shortfall. And in the second year this jump, this reflects with the fuel cost increase, the second year \$282, almost \$283 per household in a supplemental award is what was required to keep their energy on, I guess.

We found an awful lot of interesting things in terms of the conservation programs, the response of conservation programs can have a major impact if they are done quickly. Many of the accounts, we found, that were having trouble had a lot to do with furnace breakdowns. When you have furnace failures people shifted to using electric space heaters as a way to heat. Iowa has a moratorium which prohibits the disconnection of electricity and other regulated fuels during the winter months. And so that when people got into a crisis, what would happen is they would shift to this electric space heater as a way to keep the house warm, and they would end up with \$1,300 to \$2,000 of bills coming out of the moratorium.

We also found a very high correlation with the number of homeless families, and this scenario that the energy costs, one of the primary ways that the poor have been coping with the cuts in energy assistance, is a jump around strategy. Where they wait until they are disconnected at this place, they try to save up enough money to get into the next one, but two or three months and the cycle goes

on. Sometimes they hit shelters, sometimes they double up, and sometimes they go directly to the next property. But the correlation of energy policy and homelessness is very, very high in what we were able to see.

And there is going to be more and more pressure in this area. We'll point out in rural areas, as Jim indicated, people that are on deliverable fuels, frequently deliverable fuel costs in the winter is almost always higher than grant, and is frequently higher than total income for families. And the responsiveness to those deliverable fuels is essential.

Mr. GRANDY. Mr. Smith, during consideration for the reauthorization of LIHEAP, the committee may phase out the ability of states to transfer funds out of LIHEAP for other services. While Iowa does not do this, other states do. Do you agree this is something that we ought to be doing? In other words to, in a sense, limit the ability to take those LIHEAP dollars and put them into Social Services Block Grants or the Community Service Block Grant system? The whole idea behind this, by the way, is to assess how much LIHEAP is needed. And we are trying, I think, to perhaps protect those dollars, and see if they are spent perhaps on ideas that Mr. Maniccia is talking about and not co-mingled with other projects. While other programs might be just as worthwhile, but the idea is to get a good read on how well LIHEAP works and how much it is needed.

Mr. SMITH. I think we would be very comfortable if you were to tell us that we were no longer transfer to anything but weatherization.

Mr. GRANDY. Well, I did not include weatherization.

Mr. SMITH. Okay.

Mr. GRANDY. That is part of it.

Mr. SMITH. Okay.

Mr. GRANDY. Of course.

Mr. SMITH. The weatherization transfer works very well in this state, mainly because it is in our office. It is simply a question of moving money from one desk to the other.

Mr. GRANDY. But for example, I am looking at 1988 figures here, but I can tell you that in 1988 the State of New Jersey transferred \$5 million out of LIHEAP into Social Service Block Grants. Now there could have—

Mr. SMITH. We would resist that.

Mr. GRANDY. I expected to see that in Southern states, perhaps.

Mr. SMITH. Yes.

Mr. GRANDY. Where perhaps they did not have the severe climatic changes, but I have been in New Jersey, and it is very cold there, frequently unpleasant. So, I wanted to get your impression as the state director as to whether or not—and I realize that Iowa has not done this, but I think on balance, if we are going to get an accurate assessment of this program, and justify the increase in the authorization, which we are supporting on both sides of the aisle, that is an important component.

Mr. SMITH. Yes. As I said, we will resist any transfer of funds to anything but weatherization.

Mr. GRANDY. Ms. Kellogg, let me just ask you one thing and then I will be done. About the 18 percent of the people that you service

that are elderly, and talking about your Outreach, most of those people live in their own homes, do they not?

Ms. KELLOGG. I would say so, yes.

Mr. GRANDY. So basically, the services that you are providing, are in a sense, keeping them in their own homes to a large degree.

Ms. KELLOGG. I would agree. I was talking with a group of people in one of our multipurpose centers before I left, telling them that I was coming here, and wanting them to give me their opinions. One of the women that I was talking to, who is fairly typical of some of our older clients, is 63 years old, she is—her only income is a widow's pension, she is not eligible for Social Security yet, her expenses, you know, her income is right around \$370, \$380 a month. She has to pay out \$22 every other week for a blood thinner medication that she is on, she has no medical insurance at all, she is not eligible for Medicare, yet her rent is \$250 a month; this leaves her about \$125 to \$100 a month, not including her utility costs, not including her food costs. She receives \$10 in food stamps. And she is typical of the people who are vulnerable to the effects of not having energy assistance if we receive even more cuts in that program.

Mr. GRANDY. And this is even more pronounced in rural areas in your particular jurisdiction, would you not agree?

Ms. KELLOGG. I would agree, yes.

Mr. GRANDY. Because in some cases they do not even have access to facilities.

Ms. KELLOGG. Yes. And in regard to utility issues, and going back to our use of CSBG dollars, as of last year our utility commission in the State of Iowa, has required all of the regulated utilities to participate in what they call a Utility Check Off Programs. We call them customer contribution plans. In which they are soliciting contributions from their subscribers which are going to pots of money that are eligible for families who need some assistance in utility costs. Without exception, most of the utility companies came to the Community Action Agencies, and said "Will you administer these funds for us?" And again, there are little to no administrative dollars available to do that.

Within our agency, we have 26 utility companies, small utility companies that we have to keep separate accounts for. And which we are glad to do because it is helping the clients that we are working with. You may have a community in Thompson, Iowa who is only able to come up with \$100 within a year and customer contributions, as opposed to Interstate Power in Mason City who can come up with over \$3,000 in contributions. And when you look at us receiving 1 or 2 percent in terms of administrative costs to handle those dollars, we basically go in the hole by doing that. Without CSBG to give us some flexibility, we would have to simply say no to those kinds of partnerships, that are benefiting both utility companies and the community and our clients.

Mr. GRANDY. Well, this committee is also under its jurisdiction. Obviously, the Older Americans Act and In Home Frailty and, of course, one of the things that all of Congress considers is what are we going to do about long term care, and in home care. And I think it is significant to point out that in a sense you are on the preventive side of that equation because of the services you provide, allow

people to stay in their homes, and not have to go into nursing homes. That is, as we all know, a significant drain on Title 20 programs and can be much more expensive, on the back end side, if they are transferred out; would you not agree?

Ms. KELLOGG. Yes, I would. And in addition, I mentioned earlier that National Demonstration Project that one of our counties is involved in, in long term care management. And with the Community Action's part in that is to screen people for that case management process. Because we see so many elderly clients in the process of administering the Energy Assistance Program, in the process of administering the some of the Congregate Meal programs that we have been involved in, and when we can observe their situation, when we can see what is going on in their lives, and see that they are having some problems coping, we can refer them to this case management process which involves almost all of the Human Service agencies in our community. The Public Health Nurses, the Homemakers Home Health Aids, the Department of Human Services, the Agency on Aging, the Mental Health Center, the two community hospitals are all involved in an effort to assess the needs of that individual, to provide care to that person, to keep them in their home, and to prevent the need for them to become institutionalized.

Mr. GRANDY. I appreciate that. I have no more questions, and thank all of the panel guests. Yes, Mr. Smith.

Mr. SMITH. There is one other thing that I would like to mention, getting it into the record if nothing else. While oil over charge funds have been a real blessing in the State of Iowa, they also operate as a double edge sword in that any time somebody starts talking about reducing funding, for instance for LIHEAP, somebody will invariably say "Well, there's a lot of oil over charge money out there that can be used for, for instance, LIHEAP." The Iowa Legislature has chosen not to give even a dime of oil overcharge money to LIHEAP. And the money has gone for good things, ground water protection, weatherization, good things, but it has not—and they show no indication that they ever would—sent any oil overcharge money our way, as far as LIHEAP is concerned. So, I would just like to say that, that it has operated as sort of a double-edged sword for us.

Mr. KILDEE. I think you will find that same scenario true in other states where maybe 10 percent of that money goes to helping people who are in need of things like LIHEAP. This panel has been tremendous. I really appreciate it very much. It has been very, very helpful to us, and as I say, very timely, because we will have this fresh in our memory as we go back Tuesday morning at 9 a.m., starting what we call a "trimmer's markup" in Washington, but it means to finalize action on a bill in the subcommittee. So, your testimony will be fresh in our minds, and we appreciate it very much. Thank you.

Mr. SMITH. Thank you.

Mr. KILDEE. Our next panel now will consist of Bette Crumrine, Programs Manager CDA, State of Iowa, Communities Action Agency Division, Des Moines, IOWA; Janice Nielsen, Head Start Director, Moorhead, Iowa; Virginia Oberg, Woodbury Community

Action Agency, CDA Trainer, Sioux City, Iowa; and Janie Moeller, Head Start, Sioux City, Iowa.

We should probably start in the order I read, unless you have some other order you have devised among yourselves.

Bette, you want to start, then?

STATEMENT OF BETTE CRUMRINE, PROGRAMS MANAGER CHILD DEVELOPMENT ASSOCIATE, STATE OF IOWA, COMMUNITY ACTION AGENCY DIVISION, DES MOINES, IOWA

Ms. CRUMRINE. Mr. Chairman, and Representative Grandy, my name is Bette Crumrine. I am Programs Manager for two programs for the State of Iowa, the Family Development and Self Sufficiency program, and the CDA Certification Scholarship Program. I do welcome the opportunity to be here even though I do not have a contract I am willing to go to bat for the CDA program.

The CDA is one of the smaller programs. We receive about \$17,000 annually to administer the certification program in the State of Iowa. Appropriation for the Child Development Associates Scholarship Program was legislated for the purpose of upgrading the quality of child care nationwide by providing an opportunity for the lower income child care giver to participate in a certification process. The governor of Iowa was approached for participation in the Child Development Associate certification program in 1987; Iowa has continued to participate since its inception. Originally the Division of Children, Youth and Families had responsibility for the administration of the program; however, in 1988 and 1990, 1989 and 1990, all three of those years, grants were awarded to the Division of Community Action, Bureau of Community Services of the Iowa Department of Human Rights where it is at the present time administered from.

Iowa's Community Action Agencies are home to the Head Start Programs. Although the CDA scholarships are limited to employees of Head Start programs, we are asked not to allow more than 50 percent of the scholarships to Head Start employees. It is advantageous to link with the Head Start programs for possible training and for eligible participants preparing for the certification.

A little bit about CDA's Certification. The CDA certification competency goals include: 1) established in a safe, healthy environment, 2) positive relationship with families, 3) advancing physical and intellectual competence, 4) supporting social and emotional development, 5) insuring a purposeful program for participant needs and 6) maintaining a commitment to professionalism.

The preparation of a portfolio consists of three phases, focusing on field work, course work, and a final evaluation. Thirty-six states, including Iowa, incorporate the CDA credential and to the licensing regulations as an option for child care staff qualifications.

A change to existing Head Start policy was made in January of 1989, stating that center based programs must employ a teacher with at least one of the following. And one of the following is a Child Development Associate, CDA credential, or a state certificate for pre-school teachers, or a bachelors degree in early childhood education, or degree in a related field with experience in teaching young children. This ruling demonstrates the acknowledgment of

the need for qualified child care. It has become increasingly alarming as numbers of working mothers are escalating. The trend to supplement the work force and to upgrade ADC recipients to self sufficiency puts further demands on child care and day care facilities.

The family day care person, and the family day care person would be one that cares for less than six children, is in many cases untrained. The actual hands on caretaker in a day care facility is quite often untrained. They cannot afford workshops to upgrade their skill. CDA Scholarship Program is especially appealing to this particular group of child care givers. However, we do have some concerns: 1) The eligibility guideline of 150 percent above poverty eliminates many candidates, those that have a two-person income. 2) Training funds are not included in the scholarship, which is for cost of credentials only, which is \$325.

The State of Iowa currently has a roster of 97 eligible participants for the CDA scholarship program. More than 50 prospects were not eligible because of the 150 percent of the poverty guideline. And if they were just over a few dollars, but eliminated them according to the guidelines.

Of the eligible 97 candidates, we probably can expect about 30 to complete the assessment and receive their credential. An additional 30 could receive their credential if training funds were available.

With the cost of training ranging from \$500, and I just checked this, for a program in our area community college, to a degreed program which is \$5200, annual tuition is just unreachable, even though they do have the scholarships without aid of training, and there could be other financial aid, of course. But the Pell Grants do not apply under ordinary circumstances, especially to the family day care worker, the person who cares for the kids right in their home. And we are having some problems because of the amount of money that—wages are concerned. And JTPA isn't too anxious to assist with school funding.

The low income wage received by most child care workers continues to hinder financial aid from JTPA or other sources. And with this, I respectfully submit.

[The prepared statement of Bette Crumrine follows:]

TESTIMONY ON THE REAUTHORIZATION OF THE
COMMUNITY SERVICES BLOCK GRANT CONCERNING
THE IOWA C.D.A. CERTIFICATION SCHOLARSHIP PROGRAM

FOR SUBMISSION TO THE U.S. HOUSE OF REPRESENTATIVES
SUBCOMMITTEE ON HUMAN RESOURCES OF THE
COMMITTEE ON EDUCATION AND LABOR
THE HONORABLE DALE E. KILDEE, CHAIRPERSON

(MARCH 31, 1990)

APPROPRIATION FOR THE CHILD DEVELOPMENT ASSOCIATE SCHOLARSHIP PROGRAM WAS LEGISLATED FOR THE PURPOSE OF UP-GRADING THE QUALITY OF CHILD CARE NATIONWIDE BY PROVIDING AN OPPORTUNITY FOR THE LOWER-INCOME CHILD CARE GIVER TO PARTICIPATE IN A CERTIFICATION PROCESS.

THE GOVERNOR OF IOWA WAS APPROACHED FOR PARTICIPATION IN THE CHILD DEVELOPMENT ASSOCIATE CERTIFICATION SCHOLARSHIP PROGRAM, BY THE OFFICE OF HUMAN DEVELOPMENT SERVICES IN JULY OF 1987. IOWA HAS CONTINUED TO PARTICIPATE SINCE ITS CONCEPTION. ORIGINALLY THE DIVISION OF CHILDREN, YOUTH, AND FAMILIES HAD RESPONSIBILITY FOR THE ADMINISTRATION OF THE PROGRAM. HOWEVER, THE 1988/89/90 GRANTS WERE AWARDED TO THE DIVISION OF COMMUNITY ACTION AGENCIES, BUREAU OF COMMUNITY SERVICES, OF THE IOWA DEPARTMENT OF HUMAN RIGHTS.

IOWA'S NINETEEN COMMUNITY ACTION AGENCIES ARE HOME TO THE HEAD START PROGRAMS. ALTHOUGH THE CDA SCHOLARSHIPS ARE LIMITED TO EMPLOYEES OF HEAD START PROGRAMS, (NO MORE THAN 50%), IT IS ADVANTAGEOUS TO LINK WITH HEAD START PROGRAMS FOR POSSIBLE TRAINING FOR ELIGIBLE PARTICIPANTS PREPARING FOR CERTIFICATION.

THE CDA CERTIFICATION COMPETENCY GOALS INCLUDE :

1. ESTABLISHING A SAFE, HEALTHY LEARNING ENVIRONMENT,
2. POSITIVE RELATIONSHIPS WITH FAMILIES,
3. ADVANCING PHYSICAL & INTELLECTUAL COMPETENCE,
4. SUPPORTING SOCIAL & EMOTIONAL DEVELOPMENT,
5. ENSURING A PURPOSEFUL PROGRAM FOR PARTICIPANT NEEDS,
6. MAINTAINING A COMMITMENT TO PROFESSIONALISM.

THE PREPARATION OF A PORTFOLIO CONSISTS OF THREE PHASES FOCUSING ON FIELD WORK, COURSE WORK, AND FINAL EVALUATION. THIRTY-SIX STATES, INCLUDING IOWA, NOW INCORPORATE THE CDA CREDENTIAL INTO THEIR LICENSING REGULATIONS AS AN OPTION FOR CHILD CARE STAFF QUALIFICATIONS.

A CHANGE TO EXISTING HEAD START POLICY WAS MADE IN JANUARY OF 1989, STATING THAT CENTER-BASED PROGRAMS MUST EMPLOY A TEACHER WITH AT LEAST ONE OF THE FOLLOWING: A CHILD DEVELOPMENT ASSOCIATE (CDA) CREDENTIAL; A STATE CERTIFICATE FOR PRESCHOOL TEACHERS; AN ASSOCIATE OR BACHELOR'S DEGREE IN EARLY CHILDHOOD EDUCATION; OR A DEGREE IN A RELATED FIELD WITH EXPERIENCE IN TEACHING YOUNG

CHILDREN. THIS RULING DEMONSTRATES THE ACKNOWLEDGMENT OF NEED FOR QUALIFIED CHILD CARE. IT HAS BECOME INCREASINGLY ALARMING AS NUMBERS OF WORKING MOTHERS ARE ESCALATING. THE TREND TO SUPPLEMENT THE WORK FORCE AND TO UPGRADE ADC RECIPIENTS TO SELF-SUFFICIENCY PUTS FURTHER DEMANDS ON CHILD CARE AND DAY CARE FACILITIES. THE FAMILY DAY CARE PERSON (LESS THAN 6 CHILDREN) IS IN MANY CASES UNTRAINED. THE ACTUAL HANDS-ON CARETAKER IN A DAY CARE FACILITY IS MOST OFTEN UNTRAINED. THESE ARE THE INDIVIDUALS WHO CANNOT AFFORD FORMAL TRAINING. THEY CANNOT AFFORD WORKSHOPS TO UPGRADE THEIR SKILL. THE CDA SCHOLARSHIP PROGRAM IS ESPECIALLY APPEALING TO THIS PARTICULAR GROUP OF CHILD CARE GIVERS. HOWEVER, THERE ARE CONCERNS:

1. THE ELIGIBILITY GUIDELINE OF 150% ABOVE POVERTY ELIMINATES MANY CANDIDATES WITH A TWO-PERSON INCOME.
2. TRAINING FUNDS ARE NOT INCLUDED IN THE SCHOLARSHIP WHICH IS FOR COSTS OF CREDENTIALS (\$325.00) ONLY.

THE STATE OF IOWA CURRENTLY HAS A ROSTER OF NINETY-SEVEN (97) ELIGIBLE PARTICIPANTS OF THE CDA SCHOLARSHIP PROGRAM. MORE THAN FIFTY PROSPECTS WERE NOT ELIGIBLE DUE TO THE 150% OF POVERTY GUIDELINE. OF THE ELIGIBLE NINETY-SEVEN CANDIDATES, WE CAN EXPECT THIRTY (30) TO COMPLETE THE ASSESSMENT AND RECEIVE THEIR CREDENTIAL. AN ADDITIONAL THIRTY (30) COULD RECEIVE THEIR CREDENTIAL IF TRAINING FUNDS WERE AVAILABLE. WITH THE COST OF TRAINING RANGING FROM \$500.00 TO A DEGREES PROGRAM OF \$5200 ANNUAL TUITION, IT APPEARS UNREACHABLE WITHOUT THE AID OF SCHOLARSHIPS,

GRANTS, OR FINANCIAL AID. THE LOW-INCOME WAGE RECEIVED BY MOST CHILD CARE WORKERS CONTINUES TO HINDER FINANCIAL AID FROM JTPA OR OTHER SOURCES.

SUBMITTED RESPECTFULLY BY BETTE CRUMRINE
PROGRAM MANAGER, CDA SCHOLARSHIP/FAMILY DEVELOPMENT

Mr. KILDEE. Thank you very much. Janice Nielsen.
Ms. NIELSEN. Okay.

**STATEMENT OF JANICE NIELSEN, HEAD START DIRECTOR,
MOORHEAD, IOWA**

Ms. NIELSEN. My name is Janice Nielsen, and I am a Head Start director, and I am very honored and it's a pleasure to be here to testify for the reauthorization of Head Start.

I want to share with the committee this morning, some personal feelings I have about the program, and how it has proven to be one of the best in the Nation.

As you know, Head Start will be celebrating its 25 years in existence, and I have been very fortunate to have been part of that program for 21 years. I started as a parent in a program, which I feel is very valuable and very important as far as the parent and the child.

And it took my child from where he was at and developed that child and provided him with services that I could not obtain elsewhere. One thing, I think, that's very strong, in that for what my child had received, not only for what I had received, was the self-concept and the self-esteem that they provided, both for the total family as it is.

As a teacher in that program, I felt that I could have an impact on those children and on the families that I got to share that experience, and I have over several of the years.

As a director of the program, I see so many unique things about Head Start that people, I think, in communities and across the Nation do not realize. Head Start is so unique because they involve the parents, and the parents are part of that decision making process when developing those skills.

We are coming to an age in Head Start where we are serving, and we are seeing more families of teen-age parents where we are trying to get them involved. And as I visit the centers and do observations I think one of the greatest things that I remember in the last learning experience that I had was a 30-year-old-man that was bringing his four-year-old child to the center for a learning experience. And out of that he said to me "Janice, this is one of the neatest things I could have ever done. I'm learning with my child. I'll be able now to learn to read and to go home, and be a major part in that family now to the parental role, because I am now being able to talk and communicate better with my child, and being able to read." Now, he said, "The next step for us to develop is to get my GED."

And, you know, that gave me great pride in seeing that from where that 34-year-old was and to grow and develop as the child did. It kind of gets me from the heart. But that's one excellent experience that I don't think that I'll ever forget.

Also, as a Head Start Director of one of the largest CAP agencies in Iowa, I feel that our staff have done so well in the achievements of those children, and those families. We have really become a very sophisticated program from where it was in the formative years until now. And the performance standards that have been set down

in the National Head Start office has given us so much to make sure the quality of the program is kept.

I have many concerns to share with this committee, and I am just going to do a short overview of those as being in a program and seeing where it has come from now. And I feel very strongly that the expansion of children is very vital and important. But before we can take that step to get there, to serve all the low income and income eligible children, we need to look at some other vital concerns.

First, of staff salaries and staff hours. We are losing very efficient staff that we have had, going into other jobs, and I feel that we need to really project out and really do that in order to provide that quality program in a manner that the Congress should expect. And at this moment, I am not looking at quantity, I'm looking at quality, because we are thinking of children and their families.

Another item I do want to stress, and I think it has been stressed throughout to the committee, is transportation. And in order to increase our services for expansion, we need to be able to service the children now with sufficient money. So, I think that is one thing that needs to be addressed.

The insurance is a high cost in all agencies, all around, both for staff and buildings and liabilities. So, I think we need to address a few concerns there.

Facilities is a large portion, because if we do not have those facilities, for those children to enter into a safe and healthy environment, we cannot expand those children either. Just one example, I want to say here, that I felt that was very positive to us to find satisfactory facilities was that I've been working for about a year to find a facility to house 20 children in one county in Iowa. And it has always been my goal or objective to network the elderly with the young. And I think that is so neat because we both need each other, and what is more important than seeing a smile on a child's face and also on that person's self.

I happened to just meet a nursing home administrator that had the same goal, and wanted to accomplish that as I did. We met, we talked, and the board of directors felt that the mission we were trying to accomplish of developing children and elderly was great. So, the board met and they built us a new \$50,000 facility that is an annex to a nursing home in Glenwood, Iowa, and we are doing great, great things with the elderly, and with the children. And there is a great network, so.

The other thing I want to stress is the training. When I started in the 1960s, as all of us know, there was a lot of individualized training that we were hired from low income backgrounds. But over the years we've had such training and dedicated staff that our program has come to be a little bit more sophisticated and a little bit more professional, and that is great, I think, but I think today, we need to have a lot more training for those people that have been on board for degrees or with our support staff in administration. And I think that we need to have that, so that is another issue.

Of course, the last one I want to address is expansion. And I know that is very vital because we are not serving and I think the—as I had in my testimony, about 21 percent of the eligible chil-

dren are being served across the Nation. I strongly support the expansion because we have three counties, and there are a lot of CAP agencies that does not have any Head Starts, and there are several children being unserved. And there is a great great need.

Also in the areas that I do cover right now there are several children that need that. So, I feel that it is very, very important.

One thing, I think, that we can do to increase and to be a better program also is the wrap around program is to augment our hours. And I feel this very strongly because we have more parents now wanting to work and they are in training programs, and to extend our day into a longer day to help take care of the total family needs.

In my conclusion, I think I speak for the colleagues of Iowa, Head Start directors, and parents, that early childhood interventions have a potential to reduce many of the social problems that we are—that are impacting our society today. Concerns like drug and alcohol abuse, teenage pregnancy, teenage suicide, adult illiteracy, and dysfunctional homeless, and they are very difficult and expensive problems once they are out of control. So, I think investing in what we have here with the youth would be great.

The existing programs must be bolstered in order to expand a quality Head Start program. The issues that I have addressed to you such as qualified staff, the salaries, transportation, facilities, should adequately be part of that Head Start reauthorization.

I want to thank you for the opportunity to address this committee, and to share some of my experiences and concerns with you. Thank you.

[The prepared statement of Janice Nielsen follows:]



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TESTIMONY

OF

**JANICE NIELSEN
 DIRECTOR
 HEAD START PROGRAM
 WEST CENTRAL DEVELOPMENT CORPORATION
 GRANTEE**

**BEFORE THE U.S. HOUSE OF REPRESENTATIVES
 SUBCOMMITTEE ON HUMAN RESOURCES
 OF THE COMMITTEE ON EDUCATION & LABOR
 MARCH 31, 1990**

**HEAD START ADMINISTRATION
 204 OAK STREET
 MOORHEAD, IOWA 51558
 (712) 886-5218**

ALL INFORMATION CONTAINED HEREIN IS UNCLASSIFIED

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J. NIELSEN TESTIMONY

It is an honor and a pleasure to come before you to testify regarding Head Start's Reauthorization for 1991. I want to share with the Committee my personal experience with Head Start and how, to me, it has proven to be the best Early Childhood Development Program in the nation.

As you know, Head Start will soon be celebrating its 25th Anniversary. I have had the great fortune to be a part of Head Start for 21 of those years. I speak for my colleagues, staff, parents and community. I had the opportunity to start as a Head Start parent and was given the chance to grow and develop from that experience. I then became a Head Start teacher for two years. Finally, as a Head Start Director for the last 19 years, I can share with you a broad perspective of Head Start and what it has accomplished.

As a parent, I found that this program was comprehensive in the services provided for the child's development and the involvement of the parent. I found the program set out to make sure that my child was provided with the proper chance to succeed in his development. The program took my child from where he was

and developed those skills to make sure that my child gained self-esteem and self-worth. Head Start also provided my child with comprehensive services for health, nutrition, child development, and social services. This program is unique in the way parents have the chance to actively participate, to have a say in what they feel, and to be part of the decision-making process. This involvement builds self-esteem in parents who normally would not otherwise express themselves.

As a staff member, I gained the knowledge and confidence from the program that made me realize I could make an impact on the lives of children and parents. I could also enable parents and children to grow and let them have a chance to experience the same things I did. Parent development is an important issue in the world today because of the number of teen-age parents that we have enrolled in our programs. Many do not have a high school education and lack the proper tools to become a good parent. The Head Start Programs across the nation have a unique track record for getting these parents involved. One of my most rewarding experiences occurred while visiting a Center where a 34-year old father brought his 4-year old to the Head Start classroom for a learning experience. He also began to attend classes to learn how to read. He now reads to his daughter with comfort and pride in his parental role. I have also observed many parents being

J. NIELSEN TESTIMONY

provided with classes in our Head Start Centers to obtain their G.E.D.'s. I know of no other program that works with so many resources to make sure the total family succeeds in life.

As a Director, I see the achievements of staff who make sure that needs are met, not only for the child, but for the total family. It is difficult for staff to succeed at this due to budget constraints, however, through their dedication the desired results are attained. This superb program has advanced from its early formative years to a very sophisticated program with exacting performance standards as a tool to operate a quality program.

In my role as Director, I have many concerns I want to share with the Committee. My concern is to maintain a quality program that has sufficient funding. Current program objectives must be adequately financed prior to expanding into new areas which serve more children. I feel very strongly monies need to be set aside in the Reauthorization of Head Start to enhance and maintain several areas before we can expand the number of children served.

J. NIELSEN TESTIMONY

Staff Hours - Salaries

Our difficulties in recruiting and retaining skilled and experienced staff threatens the quality of the program and its benefits to the children and families we serve. A well-trained staff in early childhood development is an essential element in program quality. Because of low wages and shortage of hours for staff, we are losing the very people we have trained and developed. The staffing crisis has been fueled by low funding levels for Head Start. Staff salaries have to be a top priority before expansion is feasible. If we do not have a stable, qualified staff, we can not perform the job in the quality manner that Congress should expect. We do not want quantity over quality.

Transportation

In order for us to increase the number of children who receive our services, we need monies appropriated for transportation. The high cost of transportation for rural Head Start programs is an issue of utmost importance. It is not practical to increase the number of children if we can not provide adequate transportation. In our area, low-income families generally do not have two vehicles. When one parent is working, there is no free vehicle to bring a child to the Center. Other families with a single head of household are often dependent on others for

J. NIELSEN TESTIMONY

transportation. Increasing the numbers of children served will not be realistic if there are not sufficient funds to transport them.

Insurance

Both liability and health insurance costs are not being adequately funded. Rising insurance costs are beyond the means of current budgets. A majority of Head Start staff do not work during the summer and they must bear the cost of medical insurance during that down time. Most staff cannot afford to pay insurance premiums and grantees are unable to assume this high cost without appropriated monies. Liability insurance for grantees that sponsor a program such as Head Start are at high risk due to the nature of child-centered programs. Examples would be insurance for staff, volunteers, and children, especially for protection against suits for child abuse, neglect and long-term liability cases. Head Start Programs are vulnerable to such suits. Rising insurance costs requires serious consideration as part of the Reauthorization.

Facilities

With talk of expansion for the numbers of unserved children, we must find facilities that meet the needs for proper and safe classrooms. Improvements that

J. NIELSEN TESTIMONY

need to be done to meet such requirements are costly. Landlords do not always want to make renovations that meet state and federal requirements. Appropriate facilities are hard to find. Monies need to be allocated so that communities find it desirable and attractive to house a Head Start Center to serve those children that the Reauthorization Bill wants to reach.

Finding satisfactory facilities requires innovative and creative solutions. For example, it took me just over one year to find a satisfactory facility in one county to serve 20 children. By chance, I met a nursing home administrator who had the same goal in mind that I did - to network young children with the elderly. The inspiration of that goal grew and the Board of Directors at his nursing home in Glenwood, Iowa proceeded to build a \$50,000 facility that met all our requirements. This type of Head Start Center is a first in Iowa and also a first in our four-state region. The development of this project was a very long and tedious task and one I perceive as a miracle. But, with appropriate federal initiatives such concepts could become more commonplace.

J. NIELSEN TESTIMONY

Training

When I started in the 60's, there was a lot of individualized training because the staff were hired from low-income backgrounds. Over the years, we have had some of those dedicated staff remain with the program. Unfortunately, we have lost many due to lack of salaries and hours. Today, the program is more sophisticated and requires more professionalism. Administrative and support staff now need additional education, including degrees, to meet current standards. Increased training appropriations are necessary to provide professional continuing education and develop these experienced, valued and necessary staff members.

Expansion

Expansion is a vital and necessary factor to our program since we are serving only 21% of eligible children across the nation. I feel that we must address the priorities listed above or we will not be able to assure a quality expanded program. I strongly support the idea to expand our numbers in order to reach all children who need this essential service, but we can not reach them with inadequate funding. In our grantee service area, we have three rural counties that do not have a Head Start Program. In addition, we have an extraordinary number of unserved low-income children in the areas that we do serve.

J. NIELSEN TESTIMONY

Increased Operating Hours

Due to the increasing number of working families and parents in training programs, we need to augment our hours of service to these parents. I feel this would be a real asset to the program since we already have the facilities. Additionally, this would be an incentive for parents seeking training and employment. We would still offer the comprehensive early childhood development services plus we would be helping to meet the family's total child care needs.

Conclusion

In conclusion, my colleagues and myself are in total agreement that we should serve all income eligible children and provide them with the comprehensive services of Head Start. Indeed, it seems wise to expand and increase the Head Start effort. Early childhood development interventions have the potential to reduce many of the social problems that are impacting our society so negatively today. Concerns like drug and alcohol abuse, teen-age pregnancy, teen-age suicide, adult illiteracy, and dysfunctional homeless citizens in our streets are very difficult and expensive problems once they are out of control. Investing in prevention would indeed be prudent.

J. NIELSEN TESTIMONY

The existing program must be bolstered in order to expand a quality Head Start Program. The issues of qualified staff, competitive salaries, rural transportation, appropriate and safe facilities, and program insurance costs must all be adequately addressed as a vital part of the Head Start Reauthorization.

I thank you for the opportunity to address this subcommittee and to share my experience and concerns.

available for training or college courses in all Head Start programs.

Child Development Associates have knowledge of children's developmental levels, appropriate skills, and the in-depth training needed to enrich the lives of children and families.

The Child Development Associates Credential is recognized as a demonstration of knowledge and skills as a competent child care provider, and certifies you have received recognition in the early childhood profession based on work with young children and families.

Funding for training these professionals is the essential to ensure continuum of competent, capable care givers in Head Start. We do need funding for increased salaries, fringe benefits, child development assessment and training. By increasing this funding, you can encourage excellence, and long term commitments in a program designed for low income disadvantaged children, and their families.

And thank you for letting me speak about the Child Development Associate Credential.

[The prepared statement of Virginia Oberg follows:]

Mr. KILDEE. Thank you Ms. Nielsen. Virginia Oberg.

**STATEMENT OF VIRGINIA OBERG, HEAD START TEACHER,
WOODBURY COUNTY COMMUNITY ACTION AGENCY, SIOUX
CITY, IOWA**

Ms. OBERG. Thank you Mr. Kildee and Mr. Grandy. It is a pleasure and an honor to be come before you for testimony during the reauthorization of Head Start.

I am going to talk about the CDA, which is the Child Development Associate Credential. There are a lot of problems with the scholarship fund as Bette, I believe, has told you.

I will not apply to most of the Head Start people. I know, for my own self, when I got initial assessment, my initial credential, that I had to go to my Director and have that paid for. And there were no funds for my college courses, there were no funds for any of the training sessions that went to, or any of the workshops, and that is one thing that really needs to be address with the scholarship programming. It just will not meet the eligibility requirements of the CDAs.

My interest in Head Start began when my daughter was in a pilot Head Start program in Sioux Falls 25 years ago. And I really got interested in the program and the things that they did with young children. So, I applied and became a bus driver/classroom aide first, and advanced to teacher and now a Child Development Associate Advisor.

I graduated from high school, I ma ried young, I had seven children, and I had no marketable job skills. By obtaining my Child Development Associate Credential, it gave me a feeling of self esteem, pride and professionalism.

While working on Child Development Associate Credential, in the classroom, with children, it is very difficult to make that commitment. The candidates need to have 480 of experience in a classroom setting, working with young children, 120 formal hours of training and 9 credit hours of college courses. Candidates have to develop a portfolio containing an autobiographical sketch of 300 words or less, and three written entries in each of 13 functional areas. They also have to develop a description of the program.

The candidate must include on each portfolio entry a brief description of what the candidate did, how it was done, and why it relates to the functional area, and why it is appropriate for a child at this developmental level, his/her parents, or with his/her particular needs. Photos and supplementary materials can accompany the entries in the portfolio.

Some candidates complete their assessment in a few months, others take as long as a year. The cost of this Child Development Associate Credential is \$325, not including the cost of training or college courses.

Dedication and effort on the part of candidate is prerequisite to obtaining the credential. Funding is not adequate for salaries of competent care givers, and as a result, many Child Development Associates, at the expense of Head Start programs, move on to higher paying positions in other programs. Adequate funds are not

STATEMENT
OF
VIRGINIA OBERG
HEAD START TEACHER
WINDYBURY COUNTY COMMUNITY ACTION AGENCY

before the United States House of Representatives

Subcommittee on Human Resources
on the Committee on Education and Labor

March 31, 1990

Head Start Program
Windybury County Community Action Agency
2700 Leech Avenue
Sioux City, Iowa 51106

Virginia Oberg Testimony

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Virginia (Kara) Testimony

It is an honor and a pleasure to come before you for testimony regarding Head Start's reauthorization during Head Start's Twenty-fifth Anniversary.

Proper Head Start is a valuable asset in today's society. Head Start is a developmentally appropriate setting for children age three to five, to learn cognitive, nutrition, socialization, creative and self awareness skills. Health services also are provided for economically disadvantaged children and families. Many people in today's society are plagued by drug abuse, unemployment and single parent families and needs the involvement and supportive resources Head Start programs are able to provide.

My interest in Head Start began while my daughter was in a pilot Head Start program twenty-five years ago. Twelve years ago I applied for the position of bus driver/classroom aide, started college courses, obtained my initial Child Development Associate Credential, advanced to Assistant Teacher and became a Head Start Teacher and Child Development Associate advisor/trainer four years later. I graduated from High School, married young, raised seven children and had no marketable skills. Now, I can say I am a preschool teacher with a Child Development Associate Credential. Along with my credential came a feeling of pride, self esteem and professionalism, in a program where I can make a difference.

Child Development Associate Credential

Obtaining a Child Development Associate Credential while working in the classroom is a big commitment. The CDA candidate has to have four hundred eighty (480) hours experience in a classroom setting or as a home visitor, needs one hundred twenty (120) hours of formal training and nine (9) credit hours of college courses. The candidate has to develop a portfolio containing a brief autobiographical statement of about three hundred (300) words, a description of the program, and at least three written entries in each of the thirteen functional areas. A candidate must include on each portfolio entry a brief description of what the candidate did, how it was done and why it relates to the functional area, and why it is appropriate for a child at this development level, his/her parents, or with his/her particular needs. Candidates can accompany written statements with photographs, samples of work or other appropriate supplementary materials. Some candidates complete their assessments in a few months; others may take a year or more. The cost of a Child Development Associate Credential is \$125.00, not including cost of training or college courses.

Dedication and effort on the candidates part is a prerequisite to obtaining the credential. Funding is not adequate in Head Start programs for salaries of competent, capable caregivers and as a result, many Child Development Associates, at the expense of Head Start, move on to higher paying positions in other programs. Adequate funds are not available for training or college courses for all Child Development Associate candidates in all Head Start programs.

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Virginia Child Testimony

The six competency standards for Preschool Caregivers in Center-Based Programs are:

Competency Goal I

Safe
Healthy
Learning Environment

Competency Goal II

Physical
Cognitive
Communication
Creative

Competency Goal III

Self
Social
Emotional

Competency Goal IV

Family

Competency Goal V

Program Management

Competency Goal VI

Professionalism

The items listed under each competency in the functional area, further detail:

Minutes, April 1988

Child Development Associates in the Head Start program have knowledge of children's developmental levels, appropriate skills, and the knowledge of training necessary to meet the needs of children and families. Educating parents and letting Head Start parents know and about apply for teachers and positions in Head Start programs. The Child Development Credential is recognized as a demonstration of your knowledge and skills as a competent child care worker and certifies you have achieved recognition in the early childhood profession based on your work with young children and their families. This professional credential is recognized in only one half of the states in the United States, and there are more than 11,000 Child Development Associates currently.

Funding

Funding for training these professionals is essential to insure a constant stream of competent, capable professional caregivers in Head Start. Funding needs to be made available for increased salaries and fringe benefits for all teachers and aides in the early Head Start. By increasing salaries, you can encourage excellence and long-term commitment in a program designed for low income disadvantaged children and their families.

There is a scholarship available to help low income people obtain their Child Development Associate Credential but this does not pertain to everyone. It is stated for very low income guidelines. The independence in the Child Development Associate Credential area of training in managerial skills, a lack of training and the guidelines for the scholarship program. There should be a stipulation that Teachers with Child Development Associate Credentials should have college courses and salaries be increased accordingly. We must be able to retain good teachers. America's neediest children and families deserve caring, competent, skilled and competent caregivers, and they need the comprehensive services the Head Start program offers. To insure every eligible child is served and a quality program continues, please, provide sufficient salaries, benefits and training funds for all potential Child Development Associate candidates and for current staff. We are looking to this committee to provide the funds to meet these goals.

In conclusion, if our government wants to break the poverty cycle, make provisions for all income eligible children in the United States to receive Head Start services, and have a salary set-aside to assure that we can recruit and retain quality staff. The serious salary problems facing Head Start cannot be solved rapidly, but I would encourage this committee to make provisions to remedy this problem, by establishing a salary set-aside sufficient to increase salaries and make funding available for Child Development Associate training and college courses. A provision should also allow funding for Head Start programs to pay for their staff's Child Development Associate Credential at a cost of \$1500.00 per credential. The Head Start Reauthorization Bill introduced by Congressman Milde provides the provision to help us reach these goals. The Child Development Associate Credential is a valuable asset to the Head Start program and can help low income families break the poverty cycle and mainstream low income people to become a Child Development Associate and find a rewarding and satisfying career in Early Childhood Education. If it were not for the Child Development Credential, I would probably be on the welfare program.

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Mr. KILDEE. Thank you very much. Our next witness, Jane Moeller. Hi, Jane.

**STATEMENT OF JANIE L. MOELLER, FORMER HEAD START
DIRECTOR, SIOUX CITY, IOWA**

Ms. MOELLER. Thank you, Chairman Kildee, and Mr. Grandy, for the opportunity to testify. I have to make a correction, I am no longer with Woodbury Head Start. I jumped all the little years, and I am now working with people over 60 in a new program, putting it together in Sioux City.

From my heart, I guess, is with Head Start, it goes back even farther than Janice. She is younger in years and younger in Head Start than I am. I got my start in 1965 with the original program. I was in the public school system in Pomona, California. So, I think in looking back over many many years, and seeing Head Start grow, I can offer the perspective of watching it grow from its infancy. I can also see two different sides of the coin. When it is in a public school or a private educational institution as well as in the CAP agency. And I believe that both places have a lot to offer Head Start.

The primary concern of mine is the quality of Head Start. As Janice said over the years we have seen it become a highly sophisticated, and I might also add, a highly credible educational program. Not only that it is—has deserved the praise of early childhood professionals, people who work with families, the whole community, and I think it is because it is such a comprehensive program. I have also taught early childhood development out at WIT, and one thing that we always stress is that you just can't deal with a child's mind or his intellectual capacities. The child who is hungry can't learn. You have to see that he has good nutrition. The child who is in an unhappy home environment or impoverished environment, needs to have his family considered also.

Head Start does all these things. And at first it seemed like we had enough money to do it. But over the years—one of the weaknesses of Head Start, which is also its strength, is whenever somebody said "you're weak in this area" we said "Gee, we'll do a better job." If they said "You need to do more in this area." we said "Okay, we'll do more." But often it was not with the funding to go along with it, and so what I have seen happen, is that salaries are very low, there are very few fringe benefits. Twenty-five years of working in Head Start, and outside of this school district in California, I was Director in Sioux City for 17 years of the program, no retirement. People who work with the greatest asset of our country, which are young children, deserve to be considered professionals, and to have professional salaries.

The Head Start director in the Community Action Agency here will start out at a salary which is not much higher than a beginning school teacher in Sioux City, fresh out of college gets for nine and one half months of work; this is for 12 months' work.

There are two people in the Social Service Parent Involvement component to serve 160 families. That's a case load of 80 families apiece. There is a health coordinator, who is also the nurse, and she serves seven centers, plus 24 Home Start families. You can see

that staff has really assumed a lot of responsibilities, and they are stretched thin. The Head Start director also directs the Child Care Resource program in the agency, and the Child Care Food program; great savings to the Head Start budget, but it also takes time away from administration of programs.

Another thing that I have seen happen in the years is we are losing good teachers to the public school system. I believe that we need to stress that they need CDAs which are acceptable in kindergartens in some states. We need to have four year teachers, but we also need to pay them. And we need to give them training opportunities, people to reach this goal because they are deserting us, they are going to the public school system, they are going to hospitals which provide care for their employees, and can pay much better wages.

We need to support these people. We need to maintain the quality of the program by making sure that the people we do hire our professional people. You cannot maintain credibility with school systems, with area education agencies, colleges, unless you have highly professional people administering the program, and in functioning as coordinators of the components. This is a highly sophisticated program, and it takes people with training to do it.

Another weakness, you know, when you make out Head Start budgets, and that was always the worse part of the year for me. I hated Head Start budgets because what you did—although one welfare mother who helped me on committee said that, you know, they struggled and struggled with that budget, with all these zeros. She said "You know, if you'd knock off all but three figures, that would be about my welfare grant." And we went from there, and we worked using that as basis, you know. It was just as hard for us to meet all these salaries, and all these requirements, as it was for her to put food on the table and clothes on her children.

So, we cut here and there, and gradually we cut out transportation. There is no transportation mandated except for handicapped children. What happened in Sioux City, how do you get the in the program whose dad only drives a bicycle? He can't come in the winter time if you don't provide transportation. What do you do with a family that has no heat, that if it gets 20 above zero, the car won't start? They don't get to Head Start. And so, we can talk about expanding, but we've got to pick up the children who are eligible, who could participate, but just can't get there.

We need money for that. We need to look at the cost per child. I was talking to somebody in the school system the other day. Our cost per child in Child Start is \$2,314, the cost per child in the school system is \$3,550. I thought, well, okay, you know they've got all this fine equipment, and they have beautiful high schools like this and everything. So, I called their education agency, and I said "What"—and the child/staff ratio is also much lower. "What is"—in high risk programs—I said, "What is that, tell me about high risk program." She said "Well, the ration is one adult for eight children." I said "Gee, that's great. When I started out in California, we were one adult, five children. We are now one adult, 20 children, what's the limit in your class?" She said "Eight children, no matter how many adults." I said "The limit in Head Start has gone from 15 to 20. What is your cost per child?" And she said

"About what the public school is. I think it is about \$3,300 something."

Out children are high risk children. They come from high risk families. A minimum of 10 percent of them have to be handicapped, and we need to spend money on these kids. Having been here so long, I run across Head Start people. I ran across a mailman the other day who took in a foster child diagnosed as mentally retarded when he was four. The boy was in Head Start for two years, and he is now an honor student at the University of Iowa in the school of engineering. We don't take all the credit. The family does too.

Another one, a young mother who desperately wanted to go to school could not do it herself. But her daughter is on the honor roll at Briar Cliff.

These are the success stories. Well, let's see. I can tell you all kinds of things we need money for. We need money for cost of facilities, and money for raises. I think I'll just skip all that. You already know that we need the money.

So, I'm going to respectfully submit to the committee the priorities that I've set out for the Head Start Reauthorization Bill.

First, I think that we need to establish some educational qualifications for program directors and for components staff coordinators. I discussed this with the man that called me in Washington and with some of my colleagues. These are professional level positions, and they need to be staffed by professional people. And we need to provide salaries set aside so those people don't run to the school district once we get them.

Second, we need to require all teachers to have a minimum of Child Development Associate Credentials or an Associate of Arts Degree in Early Childhood Education, which is a two years degree. That's a minimum. But once they have that minimum, we need to be doing everything we can to assist them and encourage them to get a degree in early childhood education. We also need a salary set aside there to make it worth their while, so that we don't spend thousands and thousands of dollars training them, and then they leave us.

Third, we need to assure that programs have adequate funds for transportation. At least for children who could not attend the program otherwise. Even if we could identify those kids that couldn't get there, and give them transportation.

My fourth priority is that we assure that funds are available to renovate space in order meet Head Start standards and where applicable, state licensing standards. When I started, there were Head Starts in store fronts, basements of churches, all over the place. We don't put our kids there anymore, and that's a good thing. We need to have standards, but we need to have the money to renovate space.

Finally, I'm going to talk about wrap around too. I think what Don Maniccia's program is doing is wonderful. We lost parents who were going to school, or working because of this juggling to the baby sitter, to Head Start, back to the baby sitter, and let me tell you, the private pre-schools are picking up on this. They are providing transportation all over here. But, wouldn't it be great if—I was a single parent, if you could just take your child someplace in

the morning and pick him up there at night without worrying. So, a lot of parents, rather than do that, will drop out.

So then, finally, I heatedly agree with you that we need to expand Head Start. Somehow it doesn't seem fair that there are all those children out there who are not getting the services. You know, how do we explain to them that we select a few, but you're on a waiting list. On the waiting list, at one time in Sioux City, that meant you never got in.

We need to expand. And I agree with your goal, four years every eligible child.

In concluding, I would add, I have never once regretted the 25 years of life that I gave to this program. I hated to leave it, in a way. It has been—I like old people though, too, because I'm getting there. It's been a rewarding experience. I don't think I could have found it in any other field. I think my boss gets a little angry with me sometimes, because she'll say "Your heart is still back there with the little kids, isn't it?" I said "Well, you know, we have a lot of fun in the senior program, too." So, I think that our kids in this country are worth every single dollar we can spend on them. Because they are your resource. And to me, moneywise, it seems wise to invest in the greatest asset we have.

Thank you.

[The prepared statement of Janie L. Moeller follows:]

TESTIMONY
OF
JANIE L. MOELLER
FIRST HEAD START DIRECTOR

BEFORE THE UNITED STATES HOUSE OF REPRESENTATIVES
SUBCOMMITTEE ON HUMAN RESOURCES
OF THE COMMITTEE ON EDUCATION AND LABOR

SIOUX CITY, IOWA
MARCH 31, 1990

I want to thank you for the privilege of appearing before you today and for the opportunity to testify in behalf of Head Start reauthorization. This is Head Start's twenty-fifth year of service to low-income pre-school children and their families. The fact that it has survived and grown and that it has received the endorsement of professional individuals and organizations involved with young children, their families, and low-income population is testimony to its effectiveness and is justification for expansion. Children are the most valuable resource of this country. It only makes good sense to invest enough time and money to give them the chance to mature into healthy, self-confident, creative, productive adults.

There are so many eligible children who are denied participation in Head Start at the present time. These children must be given the opportunity to benefit from the comprehensive services offered. I heartily support Congressman Kildee's goal to expand Head Start over the next four years so no eligible child will be left out.

Because I have been fortunate enough to have been involved with Head Start for twenty-five years, I think I can offer a broad vision which includes the perception of both strengths and weaknesses. Over this quarter of a century, I have watched Head Start grow from infancy into a highly credible and sophisticated program. It is fair to state that Head Start has become a leader in the field of Early Childhood Development and Education and a model for many Early Childhood programs. It has drawn attention to the importance of developmentally appropriate experiences for young children and that a child's ability to learn depends not only on nurturing intellectual development but also physical, social, emotional and creative development. In order to become all they can, children must be healthy, must feel good about who they are and what they can do. They must have many opportunities to experience success. Families, too, must be given encouragement to develop their potential. If even one program covered all these facets of providing a positive environment in which little children and their families can grow toward self-sufficiency, Head Start is III

But there are weaknesses in Head Start. Over the years, the program's willingness to identify its weaknesses, rather than simply rest on its successes, has probably been its greatest strength. Where there were weaknesses, we looked for ways to improve. Where there were needs to be met, Head Start looked for ways to meet these needs, not only in the educational programs, but in the areas of health, nutrition, parent education and social services. Since programs could not possibly meet all the identified needs, they looked to their communities as a means of augmenting service. I know of no other program which so effectively identifies, utilizes and coordinates the resources which a community has available for children and their families. And, in return, the communities have reaped the benefits from Head Start in decreased truancy,

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school drop-outs, delinquency, unemployment and welfare dependency as these children enter their teens and young adulthood.

Another strength of Head Start has been that it has been a highly cost effective program. But that strength runs the risk of turning into a weakness when a program is asked to do more and more without the balance of adequate increased funding. In order to meet and exceed mandated performance standards in education, health, nutrition, social services, parent involvement and education, and staff training, as well as expand the number of eligible families and children served, we must be willing to appropriate a funding level which will not decrease the quality of the program. There is a point where the quality will suffer regardless of the dedication of staff and communities if funding is not adequate. From the perspective of many years as the director of a program serving 160 families, I believe we have reached and passed that point. What have I observed over the past 25 years?

Head Start is serving more children with less staff. In 1965, the staff/child ratio was 1:5 with a classroom limit of 15. This has gradually changed until many programs now have a staff/child ratio of 1:10 in classes with 20 children. Although programs emphasize the use of parent and community volunteers, these do not fill the gap. Head Start works with high risk children and families. Programs are mandated to fill at least 10% of the enrollment slots with professionally diagnosed handicapped children. Most programs exceed this number.

The cost per child in public school systems far exceeds the cost per child in Head Start programs. The current cost per child in the Woodbury County Community Action Agency Head Start program is \$2,314 compared to the Sioux City Schools which has a cost per child of \$3,550.

How has Head Start managed to operate on such a low cost per child and still provide the array of services? Head Start programs coordinate services with other community agencies. Community resources are tapped wherever possible. However, as the budgets of other agencies become tighter, Head Start must pay all or a portion of many services which were previously donated.

Another area of cost containment has been in the area of staff salaries - not just teaching staff, but in support and administrative salaries, also. Administrative and support persons must be qualified professionals if they are to provide the leadership and services necessary to maintain program quality. At present, there are no mandated requirements for these staff persons. Head Start is a complex program and deserves college educated staff in administrative positions and professional support positions. It is almost impossible to attract degreed professionals when they can earn a much higher

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salary in the public school systems, state health and human service agencies and hospitals. In most programs, the Head Start Director receives less salary for twelve months work than public school teachers receive for nine and a half months. As a result, programs hire persons for professional positions who do not have the education or skills required.

Support and administrative staff have been forced to assume more and more responsibilities as enrollment in programs increased. The Woodbury County Community Action Agency has two staff people in the combined Social Service/Parent Involvement component. That equals a case load of eighty families per staff person. One person serves as Health and Handicap Coordinator. She is the only nurse for seven classes and twenty-four home-based families. The Head Start Director is also director of the Child Care Food Program and the Child Care Resource Center. This decreases the amount budgeted from Head Start for the Head Start Director's position but also decreases the time which that person can devote to the administration of Head Start. In programs, which are understaffed already, this can be a real liability.

Another means of balancing budgets has been to reduce the percentage of time for teachers and teacher aides. Since class time per day remains the same, time allotted for planning, staffing of children, home visits and training gets cut.

Many programs have also reduced the number of class days per week. At one time, the program I directed provided five days a week, four hours a day. Now they operate four days a week, four hours a day.

Transportation has been eliminated from that program. Since transportation is mandated only for handicapped children, eliminating the service for other children has been a means of freeing up funds to maintain the minimum performance standards in program component areas. However, when a program cuts transportation, some of the neediest children whose families have no transportation or who can not afford the gas to transport are denied access to the program. It makes no sense to provide funds for expanded enrollment if the neediest of the children cannot get to the centers. Volunteers are not the solution to this problem since few are willing to accept the liability that comes with driving children.

In addition to added services, maintenance of the quality of all services, and normal inflationary increases in the cost of operating the Head Start program, budgets suffered another devastating blow when liability insurance rates sky-rocketed. And, most policies will not even touch child abuse.

The cost of facilities for centers is another line item which eats a sizeable portion of the budget. The days of establishing Head Start Centers in store fronts, unused buildings and church basements are gone as they should be. The program has high

standards for the quality of the environment in which children are placed. The State of Iowa has licensing standards which must also be met. It is costly to renovate space to meet these standards, but they must be met. Also, donated space is no longer available. In 1972 the Woodbury County Community Action Agency Head Start paid nothing for facilities. It was all donated. Next year they will lose their last donated center which is in a public school. We are fortunate that the rent on our centers averages between \$200 and \$250 per month. Other programs are not so fortunate.

From my testimony, I believe the committee has evidence that Head Start, nationwide, must receive a sizable increase in funding in order to maintain quality programs at their current levels of enrollment. I also believe wholeheartedly in the proposal of expanded enrollment. Therefore, I support, along with my colleagues in the State of Iowa, Congressman Kildee's goal of expanding Head Start enrollment over the next four years to a level which assures every eligible child the opportunity to participate in the program. I would hope, however, that quality will always be the first priority. I cannot emphasize strongly enough that funds must be provided which will allow the maintenance of the quality of Head Start in addition to funds which are allocated for expansion. The children of this country are its most valuable asset and resource. All eligible pre-schoolers deserve a chance to be in Head Start, and they deserve the very best. To provide them with less when they are young, will cost us dearly when they become adolescents and young adults. If we choose to invest in Head Start, perhaps a future President of the United States will proudly say, "I was a Head Start Child".

I respectfully submit to this committee the following recommendations, in order of priority, to assure that a quality Head Start program, which meets the needs of low-income families, is available to all eligible children.

1. Establish educational qualifications for program directors and component coordinators. These are professional level positions which should be filled by professional staff with college degrees. Provide adequate funding for salaries to attract and hold highly competent persons.
2. Require all teachers to have, at a minimum, a Child Development Associate credential or an Associate of Arts Degree in Early Childhood Education. Provide salary set-asides and training money which will encourage teaching staff, who do not have a four year degree, to work toward that goal, and to remain in the Head Start program.
3. Assure program adequate funding to provide transportation, at least for children who could not attend Head Start without this service.

4. Assure that funds are available to renovate space in order to meet Head Start standards and where applicable, state licensing standards.
5. Finally, in addition to expanding enrollment, provide funding which will enable Head Start centers to offer care before and after center hours for the children of parents who are working or going to school. The problem of shuffling children from babysitter to Head Start center and back to a babysitter discourages many student or working parents from enrolling their child in Head Start.

In concluding, I would add, I have never once regretted the twenty-five years I spent in Head Start. It has been a rewarding experience that I don't believe I could have found in any other field. Thank you for allowing me to testify in behalf of the Reauthorization of Head Start, a program which is worth every dollar our government can appropriate and more.

Mr. KILDEE. Thank you very much, Ms. Moeller. The President has suggested to the Congress, in his budget, that we increase Head Start by a half billion dollars. And one thing that Mr. Grandy and I agree on, we agree on many things, but one thing that we agree on is that it probably will not be enough, and we are going to go better than that, and we will report that out next Tuesday. Your testimony certainly corroborates that.

Head Start is probably one of our greatest investments, and it really is an investment. The Ypsilanti, Perry Preschool Project indicates through longitudinal studies that not only is the program morally right because it helps that child achieve and feel success, which is very important if you want to program someone towards success, but down the line we save money fiscally. We save money on remediation, on social services, on teen-age pregnancies, even in the corrections department we save money. So, it is a good investment, and it is a program that has always had great bipartisan support. It is a program where we can march together to the floor with a figure. We will have a figure we will agree upon, when we go to the floor, between democrats and republicans.

But it is people like yourself, out in the field, that made it work so well. It makes it easier for us when we do go to the floor with a figure like that. So, we really appreciate your testimony.

I will say one thing, it will be very nice that the last testimony on Head Start, and the other programs that we are going to be taking up next Tuesday, will be from Iowans. We will have some real sensitivity in there.

Just a couple questions and I will turn to Mr. Grandy here again. I have already heard that the training costs for the CDA are problematic from other people too. It must be difficult for some people who want to get a credential, but they do not have any help for the actual training. What percentage just do not get in the program because there is no money for the training?

Ms. CRUMRINE. Oh, I would say that we could increase our numbers by at least 50 percent more. They don't even apply for the scholarship because they've heard that there's no training—it didn't include training. I have many calls where they are really excited about the scholarship, and it's like the cart before the horse. You say, well, yes but this is for the certification. And then they are really disappointed, you can understand why.

Mr. KILDEE. Do you think it would be appropriate if we set some money aside in that for training.

Ms. CRUMRINE. Absolutely, a percentage anyway. They could, perhaps, pick up part of the training in some cases. And in some cases they can't.

Mr. KILDEE. Right now you are precluded from using those funds for training though?

Ms. CRUMRINE. That's right. That's right.

Mr. KILDEE. Let me ask you. Where in Iowa, generally, would they get the training for this certificate?

Ms. CRUMRINE. Well, area community colleges, and we have 15 area community colleges throughout the state. And most of the colleges have some child development programs.

Mr. KILDEE. Let me go into another line of questions, and then I will turn to Mr. Grandy again. The Head Start program has been

successful. In addition to the bill Mr. Grandy and I are working on on Tuesday, Mr. Dodd and I have introduced a second bill for Head Start that would reserve 10 percent of the new Head Start appropriations for quality improvements in your program. Half the funds would be for improving salaries, and half would be for insurance, training, and facilities. Would you support such a set aside like that, if we do increase the amount of money?

Ms. NIELSEN. Yes. I think it's very vital for us to provide that quality program that you want us to have to that set aside.

Mr. KILDEE. My children now are 17, 18 and 20; two of them are in college, one a senior in high school. But when I came to Washington they were 4, 5 and 6, and I used to go down to the National Zoo, take them down there frequently. And I know that all the workers at the National Zoo earn every penny they make. I have seen them work down there, they earn every penny they make. They work hard and they are certainly deserving. But, the Head Start workers in Washington DC. make far less than those who work at the National Zoo.

And that tells us something. We have to really get our priorities straight. Now, we do not help the Head Start workers by bringing the National Zoo workers down to their level, right? We bring the Head Start workers up to their level. But it is really bothersome, so, I think that as we increase the amount of money for Head Start, we need to look at setting aside some money so we do not see a program that is proven so effective get ragged around the edges. We want to make sure it stays a sound program, delivering those services that the Ypsilanti Perry Preschool Study indicated that it was doing.

So, your testimony again today has been extremely helpful. Mr. Grandy.

Mr. GRANDY. Thank you, Mr. Chairman. Let me associate myself with your remarks. This is a very helpful panel. But I feel compelled to ask a question to all of you since Head Start goes forward largely due to your efforts, and a large element of parental participation.

Increasingly we are seeing a universe of dysfunctional parents, and kids thrown into, or I should say, thrown back into an environment that is actually competing with perhaps more positive environments in school. Now, let me ask you about how Head Start tries to reconcile this problem, talking about expanded eligibility and increasing the participation. What kind of accommodations or arrangements do we need to make in the program for a parent that cannot or will not participate? You do not want to make the child ineligible, because the child probably needs Head Start more than his counterpart who has a well-functioning family unit. But, and again, I go back to my experience at Katrina House yesterday; almost every one of those girls began substance abuse because of the example set by their parents in the home. And I assume that was going on when they were Head Start age. I do not think their parents started drinking when they turned 10.

What do we do? How do we use Head Start to, perhaps, help those kids whose parents cannot, or perhaps, will not participate? Do you want to start, Ms. Moeller?

Ms. MOELLER. Okay. First, I think that—Head Start is kind of a down to earth common sense program where most of these parents, I have found over the years, were parents who were kicked around by the school system. They were not leaders, they came from poor families, it was maybe second and third generation. By giving—

Mr. GRANDY. Excuse me. Are you talking about the providers in the system?

Ms. MOELLER. I am talking about the Head Start parents.

Mr. GRANDY. Okay, fine.

Ms. MOELLER. Okay. Now, the Head Start parents come into Head Start, and we keep telling them over and over, and you have to repeat this sometimes many times, you are worth something to us. We go out into the home and visit parents. We wear blue jeans out there, and we are down to earth, and they can talk to us, there is a trust level.

The very first thing you have to do with these young parents, I believe, is to build up a trust level. We find the same thing for older people. Then we offer them opportunities to come into the classroom. Now what you are asking me, Mr. Grandy, is a problem we have never solved. There will always be parents who will not participate no matter what you do.

But, I think we get a fair percentage in working in the program, watching the teachers be a roll model for them. They are asked to help plan class activities, they sit on center committees. We help them to get involved. Then there is parent education, and I will never forget the faces of some of them, that that was the first certificate they ever received, and they had a graduation cake, and a graduation ceremony. And they had done such a good job. And it is a program that is down to earth. You just—the main thing, I think, is that we build trust level in parents. Where sometimes other Social Service agencies are so professional, they turn them off. But, as to answer how we get every parent, we will not.

Mr. GRANDY. Well, I am not naive enough to assume that you are going to get every parent.

Ms. MOELLER. Okay.

Mr. GRANDY. I think the example you gave, Ms. Nielsen, of reaching back to the parent through the child in terms of education, for the person that could not read, and that, unfortunately, when you are dealing with substance abuse or deviant behavior, does not necessarily have a direct pipeline into the emotional—

Ms. MOELLER. I would like to add one other thing I think the Head Start program here has done. I now work with senior programs, and the RSVP sponsors the BAY program which goes into the classrooms. There may be no parent there, but they talk about substance abuse and the use of alcohol. And you would be surprised how much pressure four year olds can put on their parent. We also cooperate with other services to parents. I think, that where someone else may be reaching them and we are not, for example, the literacy program. You can tie in with other agencies in providing services. I was surprised over the 25 years how many many more of our parents were functionally illiterate, and you tie into other programs with parents.

Mr. GRANDY. Let me ask you a question about Sioux City, because, as you know, we have a merging of exponantionally minori-

ty populations in this community. Many of which are having problems with English. English is a second language in the grade schools. What do you do at the three and four year old level when you are trying to teach kids that may only know a few words of English? How do we accommodate Head Start to help those populations, because this is obviously a universe that we want access, right, assuming they are going to stay in the community and become productive citizens?

Ms. MOELLER. Well, the school I was in, in California, was in the barrio. So, we had a lot of parents coming up from Mexico, as we have a lot of Latino families coming in. One thing, children pick up the language very quickly. But I think that we need to look at coordinating Head Start services with existing Latino services in the center, or in the city. I wrote a grant for one of them, and I don't know where it went. I haven't talked to her, of providing a kind of a floating person that could go around. We would identify where the Latino children were and they would act as a go-between, between the parent and the administration, also, be there to help the child.

One thing we need to look at, and we did it in Head Start, and it was a mistake, we used children to interpret for their parents because they learn so quickly. And this is an affront to the Latino parents when you have a child interpret for them. So, we need to also tie, make sure that Head Starts are tied in with the Latino.

Mr. GRANDY. You are not mentioning the Southeast Asian community. Are they not utilizing Head Start?

Ms. MOELLER. We got very few of those in Head Start, in this particular area, because they worked at IBP, and they were most of them above income.

Mr. GRANDY. I see.

Ms. MOELLER. I think over the years when we only had about four or five families.

Mr. GRANDY. Okay.

Ms. MOELLER. They did speak English.

Ms. NIELSON. Could I go back to address the question—

Mr. GRANDY. Sure.

Ms. NIELSON. [continuing] of how to get the parents involved in what we do, and there are some that are not going to be involved. I think, here, that we need to bring up the issue of how well we communicate and network our services with Community Action Agencies, okay. They may be the first one to meet that family, as coming in for service. And through that amount of knowing that family, and then we pick up on it, there is that lot more trust that is built in there. And I would say normally, in just speaking from our agency, that we have a pretty good percentage of the number of parents that we consider getting them involved for the positive and building just the self esteem before they even come in there. And we are all part of that, in that making of that bridge of that family.

Also, when we want to address the minorities, is that I do work with the Southeast Asian families. Not a whole lot in ours, but when we do have those families, we network with the ministerial societies, and the people that do the interpreting, and we sat down on a level with those and we start off real real simple at first, and then build upon that.

I've had the great advantage of being able to start the migrant day care program, and in two of our class rooms during the summer, and this will be the third year that we will do that. It developed from one little program, into a larger program. And it is the same concept, and building even that total family, with the migrants that we do. And very fortunate about that. I think we have got to realize that we are a very down to earth, common people that we work with. And even though we are professionals, we share that, and get it across to them because it is very very important to that parent, that that parent feels good about him/herself, and get across to both of us. It is very very important, I think the whole networking of how you build that family relationship.

Ms. OBERG. And speaking as a Head Start teacher, it takes a long time to develop a good rapport with your parents. Usually about three months before they will become trusting and really let you help them solve their problems and refer you to different area resources. But it does take a long time really get your parent to where they feel you are their friend. You have to work with them daily, on a daily basis in order for them to really trust you, and you know, come into the class room. It is real difficult to get parents to come into the class room. But a lot of times you can send things home with those parents, like if you need something cut out or you need some decorations for the room, or you need someone to help with the cooking experience, but they don't want to come into the class room, they will provide you with the recipe, an ethnic or cultural recipe that you can use. And after the kids go home and talk about how much fun it was or whatever, then maybe that parent will get a good feeling about themselves, and then they will come in and help the next time.

So, it really just takes a lot of involvement and a lot of work to get the parents into the class room.

Mr. GRANDY. And it is, I assume, more difficult in rural areas to get them involved. Well, regarding transportation, and transportation, of course, is a problem in an urban area too, when you have the greater distances, like in Moorhead. I assume that takes care of probably a good chunk of Monona County, does it not? Well, you have driven around Monona County. I have driven around Monona County, and even when the roads are good, that can be a chore. Knowing that, is there any way to utilize community resources to provide vans for the transportation of kids so that parents can be exempt? Additionally how do we address the liability problem there? Also, is it possible through expansion and broadening of the services to tailor the hours of the Head Start Program to accommodate shifts of parents that might otherwise not be able to bring their kids to the program?

Ms. NIELSEN. Yes. Right now we network with public schools and the transit systems. And we have several vehicles of our own which we purchased through grants. But that, and again, what I was wanting to reflect about was the wrap around. You know, we have no problem usually in the morning when the public school bus can transport the children in. But normally, a regular Head Start program that runs part day, usually dismisses at, let's say, 1 p.m. and normally the public school children go home like 10 after, quarter

after 3:00. So, if we could wrap that around, it would be much better.

But, I think, one major problem is that if you have a child, or you have a center here that you have finally located, it has met all its requirements and you have found a facility that you can, over here 20 miles away we have a child that is in great need, and has to come from that environment into the lowering environment of Head the Start, and there is a father and a mother, but the father works, do we travel clear to that site to pick up that at 20 miles, bring it in, that's 80 miles a day. And, you know, we just don't have sufficient transportation costs to do that, you know. That is why we kind of gear more to—and that is one big mistake of a lot of Head Start Programs that if you live in town, and that has been an issue of a lot, that you can bring your children—or its real easy to transport you in town, there is not very many miles so that rural people—you bring your own child in. And in some agencies, and I would have to say, in some of our locations, that's what we do too. And it's a very, very much of a hardship, and they say "Well, I'm sorry. I can't send my child."

Ms. MOELLER. I think one thing that we did in Woodbury County, is we began a Home Start program. Where families get home visits from a qualified early childhood person. And they participate in developing the curriculum, the plan for their child for that week. They carry it out and then the home visitor comes back, they evaluate it, and there is suppose to be two group experiences a month. It is difficult to get the parents there. But, outside even of the cost of transportation in the rural when Janis mentioned the little fella that lives way over here, you know, is you have to consider that these are four-year-olds, and you put them on a van, and you keep them on a van for an hour and a half of their day, you have some problems with children sleeping through Head Start. They found that when they reorganized the schools in Iowa, that little children who came to kindergarten and first grade slept a great portion.

Mr. GRANDY. That is an excellent point. You can see this in Iowa. Before I was back here, my children were in the Los Angeles school system, and at that point busing was hailed as a wonderful opportunity, and there were many good things about it in terms of civil rights policy and public policy, but as educational policy, and as a childhood development policy, you put a kid on a bus for two hours each way in the morning, they are burned out by the time they are four years old. And to some extent, you might even be seeing some of those repercussions now in drop-out rates, lack of literacy, and so, I agree with you totally. There is an equation distance to, I think, tolerance that we have to be aware of in some of these facilities, and perhaps when we are talking expansion and eligibility, we should be talking about getting more facilities closer to the communities that need them.

One final question for you, Ms. Oberg, because I read something in your testimony that, I guess I just needed clarification on.

You mentioned that you—to get the CDA, the candidate has to have nine hours of college courses.

Ms. OBERG. Credit hours.

Mr. GRANDY. Credit hours.

Ms. OBERG. College credit hours.

Mr. GRANDY. Is this basically early development kind of training?

Ms. OBERG. All of my courses were in early childhood education. And I would assume that that is what they would prefer their college courses be in.

Mr. GRANDY. Yes. Then later you say there should be a stipulation that teachers and Child Development Associate Credentials should have college courses, and salaries that are increased accordingly. Are you saying that nine hours is not enough, that teachers need more training?

Ms. OBERG. Well, I would think that definitely they would need more training than that, but it depends on how far they want to go. But I know that I picked a lot of things from my college courses, and I just feel that if a teacher has more than the required amount set forth by the Child Development Associates Credentialing System, that it would be nice if pay were given accordingly.

Mr. GRANDY. Yes, well, I am not disputing the salary side of that.

Ms. OBERG. And it would also give people the initiative to further their education so that they could, you know, go for more pay. After all, that's what everybody wants, is more pay.

Ms. MOELLER. You know, Mr. Grandy, when I was in California our superintendent of schools, Superintendent Wilson, said then that if he had his way, he would require the highest credentials for the preschool, and they did subsidize Head Start there in the State of California. And as you went up the scale until you got to these teachers in college with their master's and doctor's who didn't do anything, he said that with tongue in cheek of course, they would receive the lowest pay. I think here in Iowa you have seen the same thing. When I first started teaching, I had two year college degree. All of us girls went out and looked for husbands and taught two years. But, over the years, the State of Iowa now requires a four year degree. And many school districts give additional money for work on your masters degree.

Now, are our four year olds, and our three year olds any less important than our five year olds, and yet to teach in kindergarten in Iowa, you need a four years degree.

Mr. GRANDY. Well, I am not disputing that. I am interested in the available teacher pool out there, particularly in this state. And I wonder if you expand the level of training, or the criteria, or the requirements, knowing, as I am sure you do, the density of elderly in this state, and the folks that are right around the retirement level, have a wealth of experience, and raised their own kids. These folks might be interested in getting into this line of work and would have a natural qualification. Is there a way that credentials could be streamlined to people who could come in and take some of these jobs and may not necessarily, because they have had an income stream for most of their lives, be as dependent upon the salary as somebody who is just getting out of school? That is my question. I am trying, I guess, to tailor the credential to the talent pool, and as you know in Iowa, you could have a lot of very valuable instruction taught by people who have lived most of their lives, who might begin a career for five, or six, or maybe even ten years doing this, but might be deterred by the fact that they would have

to get nine hours of college credit over here. You have got to have, what is it, 480 hours of classroom?

Ms. OBERG. Four hundred and eighty hours of classroom.

Mr. GRANDY. All I am saying is we should try to tailor a package to meet that available talent pool

Ms. MOELLER. Yes, and I think we can utilize that available talent pool as long as you have people in the program who do have the degrees in the theory that can give some support and supervision to those people. It use to be when people came in, there one qualification would be, I raised six kids, and I am a grandma. Well, that's fine, I raised four kids, and I'm a grandma, and I would not go back and raise my children the same now knowing what I do, you know, I'm at that point where I wish I could have done it differently.

So, yes, I think we can make use of the pool, as long as you make sure you've got that core in the program that knows the theory, and why we are doing things, and understands the young child.

Ms. OBERG. And Mr. Grandy, the Head Start programs do make provisions for parents to become involved and become Head Start aides and go on and get their credentials so they can become teachers, as well, if they are so inclined.

Mr. GRANDY. Does that apply to grandparents, by the way?

Ms. OBERG. Excuse me?

Mr. GRANDY. I am not that familiar with the language, but would that extend to grandparents as well?

Ms. OBERG. I don't know why it wouldn't. As long as you are able to physically do the work. We have grandparents that come in and volunteer at my center, and they are very good.

Mr. GRANDY. Well, I am going back to what you were talking about, that novel idea of putting together the elderly with the young which is something that we talked about in the Older Americans Act. It has always been intriguing to me, because you have a lot of legislation in this country that provides generational inequity. If we could find some ways to bring these populations together, so much the better. I am very intrigued by this idea because I think we, perhaps, are under-utilizing a very creative talent pool.

Ms. NIELSEN. I think that's great. We have just really developed something there, and a good rapport, and I wish I could do that in five other counties.

Mr. GRANDY. Mr. Chairman, I have no more questions. I thank the witnesses.

Mr. KILDEE. Thank you Mr. Grandy. Your line of questioning is very good. I want to thank the witnesses also. I was thinking as I was sitting here, that I have been in public office now for 26 years. I got elected to the State Legislature in 1964, and I am trying to run through my mind how many hearings I have attended, and it has been several thousands of hearing that I have sat through.

Mr. GRANDY. You have held up very well, Mr. Chairman.

Mr. KILDEE. But, I would put this hearing in the top 1 percent of all those hearings. It has been very, very helpful. It is very important for us to get out of Washington and come out here and listen to the people who are so intimately involved in these programs. And sometimes it is good to just physically get out of Washington, and get out here and get the feel of the place too. Mr. Grandy, I

appreciate your invitation to come here. It has been an excellent hearing. I am going back more enlightened in mind, and strengthened in will to make sure these programs really work better. And I thank you for that. If there is no further testimony—we will keep the record open for an additional two weeks for any submission of written testimony. And with that, thanking you, we stand adjourned.

[Whereupon, at 12:01 p.m., the hearing was concluded.]

[Additional material submitted for the record follows.]

TESTIMONY ON THE REAUTHORIZATION OF THE
COMMUNITY SERVICES BLOCK GRANT
GOVERNOR TERRY E. BRANSTAD
FOR SUBMISSION TO THE U.S. HOUSE OF REPRESENTATIVES
SUBCOMMITTEE ON HUMAN RESOURCES OF THE
COMMITTEE ON EDUCATION AND LABOR
THE HONORABLE DALE E. KILDEE, CHAIRMAN

(MARCH 31, 1990)

"IT IS THE POLICY OF THE UNITED STATES TO ELIMINATE THE PARADOX OF POVERTY IN THE MIDST OF FLENTY IN THE NATION BY OPENING TO EVERYONE THE OPPORTUNITY FOR EDUCATION AND TRAINING, THE OPPORTUNITY FOR WORK, AND THE OPPORTUNITY TO LIVE IN DECENCY ANT DIGNITY." (PREAMBLE TO THE ECONOMIC OPPORTUNITY ACT OF 1964)

NINE-HUNDRED (900) COMMUNITY ACTION AGENCIES (CAA'S) IN THE UNITED STATES CELEBRATED THEIR 25TH ANNIVERSARY DURING 1989. THE WAR ON POVERTY WAS DECLARED WITH THE SIGNING OF THE ECONOMIC OPPORTUNITY ACT BY PRESIDENT LYNTON JOHNSON ON AUGUST 29, 2964. COMMUNITY ACTION AGENCIES WERE CREATED WITH THAT LEGISLATION AND HAVE CONTINUED FOR THE PAST TWENTY-FIVE YEARS. THEIR MISSION IS TO HELP COMMUNITIES FOCUS RESOURCES ON HELPING LOW-INCOME PEOPLE BECOME SELF-SUFFICIENT WHILE ENSURING THAT BASIC HUMAN NEEDS ARE MET.

NINETEEN (19) OF THESE COMMUNITY ACTION AGENCIES ARE IN IOWA AND ARE CONTINUING TO HELP PEOPLE OVERCOME POVERTY. WITHOUT THE COMMUNITY SERVICES BLOCK GRANT (CSBG) THE OPPORTUNITY FOR EDUCATION AND TRAINING, THE OPPORTUNITY FOR WORK, AND THE OPPORTUNITY TO LIVE IN DECENCY AND DIGNITY WOULD NOT BE AVAILABLE TO THOSE IOWANS IN NEED.

THE COMMUNITY SERVICES BLOCK GRANT HAS ALLOWED IOWA'S COMMUNITY ACTION AGENCIES TO HAVE A POSITIVE IMPACT ON THE LIVES OF THOUSANDS OF OUR YOUNG PEOPLE, FAMILIES AND ELDERLY AS IT HAS QUIETLY DONE IT'S WORK IN OUR COMMUNITIES THESE PAST 25 YEARS. CSBG MONIES ARE CONTINUING TO FUND THIS CRITICAL WORK.

LOCAL ANTI-POVERTY PROGRAMS UTILIZE CSBG DOLLARS IN A WIDE VARIETY OF WAYS. THE CSBG FUNDS PROVIDE INSURANCE THAT BASIC HUMAN NEEDS ARE MET AND THEY GIVE LOCAL CSBG GRANTEEES A FLEXIBLE SOURCE OF REVENUE WHICH IS USED TO FILL GAPS IN MANAGEMENT AND PROGRAMMATIC COSTS NECESSARY TO IMPLEMENT LOCAL ANTI-POVERTY PROGRAMS.

CSBG FUNDS ALSO ALLOW INDIVIDUAL COMMUNITY ACTION AGENCIES TO FUNCTION AS A LABORATORY, EXPERIMENTING IN NEW AND ALTERNATIVE APPROACHES TO RESOLVE THE PROBLEMS FACED BY LOW-INCOME PEOPLE WHOM THEY WORK WITH EVERY DAY.

ONE OF THESE ALTERNATIVE APPROACHES IS KNOWN AS THE FAMILY DEVELOPMENT/SELF-SUFFICIENCY PROGRAM. THESE SERVICES ARE TARGETED TO FAMILIES LIKELY TO EXPERIENCE LONG-TERM WELFARE DEPENDENCY IN THE ABSENCE OF APPROPRIATE INTERVENTION. THE TECHNIQUE PROVIDES FOR MANAGED COORDINATION OF ALL AVAILABLE RESOURCES TO SUPPORT THE CLIENT'S SELF-SUFFICIENCY DEVELOPMENT.

DURING FISCAL YEAR 1989, THERE WERE 1,175 HOUSEHOLDS ENROLLED AND ACTIVE IN THE CAA FAMILY DEVELOPMENT PROGRAMS. ONE HUNDRED AND SEVENTEEN OF THE HOUSEHOLDS REACHED THE LEVEL OF SELF-SUFFICIENCY AND NO LONGER NEED PUBLIC ASSISTANCE. CLEARLY CSBG FUNDS ALLOW CAA'S TO TAILOR PROGRAMS FOR CLIENT NEEDS AND ASSIST WHERE OTHER PROGRAM FUNDS ARE NOT AVAILABLE.

IOWA'S COMMUNITY ACTION AGENCIES ARE ALSO TAKING A LEADERSHIP ROLE IN THE DEVELOPMENT OF LONG TERM SOLUTIONS TO THE PROBLEMS OF HOMELESS INDIVIDUALS AND FAMILIES IN THEIR COMMUNITIES. COMMUNITY SERVICE BLOCK GRANT FUNDS HAVE PROVIDED ADMINISTRATIVE FUNDS NEEDED TO SUPPORT PROGRAMS TO WORK WITH DIVERSE AND OFTEN UNSEEN PROBLEMS OF THE HOMELESS. IOWA CAA'S ASSISTED 7,546 HOMELESS PERSONS DURING FISCAL YEAR 1989.

CSBG ALLOWS LOCAL AGENCIES TO MOBILIZE RESOURCES AND TO DEVELOP A MULTI-FACETED APPROACH TO PROVIDING ASSISTANCE AND HELPING PEOPLE HELP THEMSELVES. MANY TIMES A HOMELESS PERSON NEEDS MORE THAN A HOME. THEY MAY ALSO NEED DAY-CARE, A JOB, OR SUBSTANCE ABUSE COUNSELING.

THE SUCCESS OF CSBG IS BASED ON THE RELATIONSHIP BETWEEN THE STATE AND LOCAL AGENCIES. ACTING AS A PARTNER, THE STATE OF IOWA HAS HELPED INCREASE PROGRAM QUALITY THROUGH TRAINING AND FISCAL MANAGEMENT AND HAS INCREASED THE RESOURCES AVAILABLE TO LOCAL COMMUNITIES. AND CSBG FUNDS ARE CRITICAL TO THE SURVIVAL OF IOWA'S RURAL COMMUNITY ACTION AGENCIES.

THE COMMUNITY SERVICES BLOCK GRANT'S HAVE PROVIDED YET OTHER OPPORTUNITIES FOR LOCAL AGENCIES. THROUGH TRAINING AND TECHNICAL ASSISTANCE, IOWA CAA'S HAVE BEEN ABLE TO IMPROVE PROGRAM ADMINISTRATION BY SUPPORTING THE EDUCATIONAL NEEDS OF CAA STAFF AND BOARD OF DIRECTORS.

CSBG MONIES HAVE HELPED CAA'S CREATE MORE INNOVATIVE AND PRACTICAL APPROACHES TO ASSIST LOW-INCOME INDIVIDUALS AS WELL AS STRENGTHEN LINKS WITHIN EACH OF THEIR LOCAL COMMUNITIES. WITH CSBG ASSISTANCE IOWA CAA'S RECEIVED \$6.6 MILLION IN LOCAL GOVERNMENT AND PRIVATE FUNDING AND OVER \$4.0 MILLION DOLLARS IN NON-CASH GRANTS AND DONATIONS DURING PROGRAM YEAR 1989. THIS INCLUDES 385,715 HOURS OF VOLUNTEER TIME CONTRIBUTED BY CONCERNED COMMUNITY CITIZENS.

CSBG FUNDS ASSISTED OVER 376,000 INDIVIDUALS IN FISCAL YEAR 1989. WITHOUT CSBG FUNDS THESE INDIVIDUALS WOULD NOT HAVE THE OPPORTUNITY FOR TRAINING AND EDUCATION, JOBS, AND POSITIVE LIFE EXPERIENCES.

CSBG IS THE BASIC FOUNDATION OF AN EFFECTIVE AND SUCCESSFUL SYSTEM OF AID TO LOW-INCOME PEOPLE. CSBG HAS ALLOWED STATES TO CREATE LONG TERM SOLUTIONS TO THE PROBLEMS OF POVERTY. CSBG HAS ALLOWED CAA'S TO PROVIDE "...EVERYONE THE OPPORTUNITY FOR EDUCATION AND TRAINING, THE OPPORTUNITY FOR WORK, AND THE OPPORTUNITY TO LIVE IN DECENCY AND DIGNITY".

I SUPPORT THE REAUTHORIZATION OF THE COMMUNITY SERVICES BLOCK GRANT, AND ENCOURAGE A REASONABLE INCREASE IN THE CSBG. THIS WOULD PROVIDE REINFORCEMENT AND ENCOURAGEMENT TO OUR COMMUNITY WORKERS AS WELL AS UNDERScore OUR COMMITMENT TO HELPING PEOPLE ACHIEVE INDEPENDENCE AND SELF-SUFFICIENCY.